NATIONAL MUNICIPAL REVIEW

RCH 1950 VOLUME XXXIX, NO. 3

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PUBLISHED BY THE
NATIONAL MUNICIPAL LEAGUE

The National Municipal Review

goes to all members of the National Municipal League. Those who do not desire to become members of the League may subscribe to the REVIEW by paying five dollars a year in advance; Canadian subscription rate $5.25; foreign $5.50; single copies 50 cents.

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PUBLICATION OFFICE: 150 Fremont Street, Worcester, Mass.
EDITORIAL AND BUSINESS OFFICE: 299 Broadway, New York 7, N. Y.
Entered as Second Class Matter July 11, 1932, at the Post Office at Worcester, Mass.

National Municipal Review

Volume XXXIX, No. 3 **Total Number 397**

Published monthly except August

By NATIONAL MUNICIPAL LEAGUE

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The League's Business

County Manager Charter Digest

The League has published a 65-page loose-leaf mimeographed book containing (1) a review of the permissions available in seventeen state constitutions for adoption of county manager structure, (2) a digest of the *Model County Charter* of the National Municipal League, (3) texts of the permissive constitutional provisions, synopses of the optional laws in seven states, (4) digests of the charters of fifteen counties in eight states with county managers recognized by the International City Managers' Association, and (5) digests of six county charters having appointive executives with inadequate legal powers.

The *Digest of County Manager Charters,* to which new pages will be added as the plan spreads, follows the precedents of Beard's *Digest of Short Ballot Charters* and Crane's *Digest of City Manager Charters* which are now out of print but which played a useful part in the early days of the municipal council-manager movement. (Price: $2.00.)

Model City Charter in Japanese

The League's *Model City Charter* has been translated into Japanese by Kuraji Ogura, executive secretary of the Tokyo Institute for Municipal Research, and published serially in the October, November and December issues of *Local Government,* magazine of the Local Autonomy Research Institute.

Forbes in U. S. Purchasing Post

Russell Forbes, secretary of the League from 1928 to 1933 and authority on governmental purchasing and supply, has been appointed deputy administrator of the General Services Administration, U. S. Office of Public Information and Reports.

Mr. Forbes was leader of the Hoover Commission task force which made a study of government purchasing and supply practices, the work of which resulted in creation of the General Services Administration. In announcing his appointment Jess Larson, administrator of General Services, described him as "the best qualified man in the United States to take on this assignment."

Following his service as League secretary, Mr. Forbes served in 1934-1941 as the first commissioner of purchase for the city of New York, saving vast amounts of money in organizing and directing every phase of the supply problem for all city, county and borough agencies. From 1941 to 1944 he was vice president and general manager of Air Cargo, Inc. Prior to assuming this position he organized the Government Requirements Branch of the Office of Price Administration. For the last several years Mr. Forbes has been engaged in consultant work.

Peel Heads Census Bureau

Roy Victor Peel, former director of research for the National Municipal League when the League collaborated on the establishment of the Institute of Politics at Indiana University, has been appointed director of the Bureau of the Census. The directorship has been vacant since the late J. C. Capt retired last

(Continued on page 139)

Editorial Comment

Where Caucus Is Still King

IN THE January number of the REVIEW attention was called to the trick rules by which minority dictatorship controls Tammany Hall. Another striking example of minority dictatorship is afforded by the Republican caucus in the New Jersey State Senate.

Party caucuses in legislative bodies are common and the rule that on selected measures members not excused for special reasons are bound by vote of the majority of the caucus is not uncommon. The New Jersey rule, however, is a much more efficient device for insuring control by a very small minority in a legislative body. Here is how it works.

The New Jersey Senate consists of 21 members, one elected from each county regardless of size. There are fourteen Republican and seven Democratic senators. Passage of bills and confirmation of appointments require eleven votes, a majority of the whole number of senators. Under the self-imposed rule of the Republican senators no bill or name can be reported to the floor of the Senate by a committee unless released by affirmative vote of eleven Republican Senators in a secret caucus. This means that no bill or nomination by the governor opposed by four Republican senators can be acted on by the Senate. The seven Democrats and dissenting Republicans, possibly ten of them (or a total of seventeen) simply don't count.

In view of the wide variations in the populations of the counties 15 per cent of the people can elect a majority of the senators. The effect of the caucus rule this year is to enable four Republican senators, representing counties with about 3 per cent of the population, to veto any action, however strong the support may be from the governor, the Assembly or a majority of the Senate.

Of course, so drastic a veto power has more than negative importance. As a bargaining weapon it enables the minority to force the governor and a majority of its colleagues to go along on appointments or measures it wants as the price for withholding the veto on other vital matters.

The new state constitution was based on the theory that the governor should be the responsible chief administrator. It provided for the reorganization of state administration in not more than twenty principal departments and contemplated that the heads of departments through the governor's appointing and removal power would be responsible to him. However, the constitution provided for advice and consent of the Senate for appointments.

When legislation to carry out administrative reorganization ordered by the constitution was framed, the Senate insisted on advice and consent not only for department heads but also for many subordinates as well, thus breaking the lines of responsibility between department heads and those under them.

Moreover, advice and consent of the Senate has been twisted into giving *individual senators* an affirmative share in the appointing power. This is accomplished by the

caucus rule and by the old device of senatorial courtesy, which denies confirmation to an appointee "personally obnoxious" to the senator from his county. Because of the caucus rule, the governor was unable last year to get confirmation of his reappointment of the highway commissioner despite reliable reports that a substantial majority of the senators were prepared to vote for him if his name ever reached the floor. The handful of small county senators who blocked the name did so because they wanted to force appointment of someone who might be more "cooperative."

The constitutional provision giving 15 per cent of the people control of the Senate would seem to be a sufficient safeguard for rural or small county interests without reducing the base of control to 3 per cent or even less by private party arrangement. Statesmanship would seek to minimize, not exaggerate, the undemocratic effects of constitutional inequality of representation. The basic principle of our system is the right of the majority to govern, subject to certain restraints in favor of the rights and essential interests of minorities.

We look with abhorrence on the trickery by which Russia, behind an elaborate facade of "representative" bodies, puts ultimate power in the hands of a few who act in secret and are often not clearly identified. What is the essential difference between the Russian system and a system whereby any four out of fourteen senators, without identifying themselves to the public, can in secret session control the making of laws and appointments?

Slow Progress in Counties

WHERE is the noble discontent that should lead the natives of "the dark continent of American politics" toward modern county government?

New York has been offering its counties a bewildering array of choices of ready made forms for fifteen years but only one, Monroe (Rochester), has stirred. In Ohio no county has successfully taken advantage of the 1933 amendment permitting homemade county charters. The right of Maryland's counties to adopt new charters lay unused from 1915 to 1948.

Even though counties have been much slower than cities to set their governmental houses in order, there has been some basic progress toward simplified and unified structures. Four states—Missouri, North Dakota, Oregon and Washington—have adopted permissive amendments in the last decade, bringing the total number of counties which, with or without legislation, could adopt the manager plan to 1,303 out of 3,050.

Basic materials to guide citizens and officials toward the improvement of county government are scarce. The League's new *Digest of County Manager Charters and Laws*, described on page 118 of this issue, will be of some help in providing a short-cut knowledge of what some forward looking counties have accomplished.

Maine Has a New Export

University sets up course to meet rapidly increasing demand for trained men to run towns and villages.

By T. E. MURPHY*

THERE is a mild but definitely Yankee revolution going on in the state of Maine. This frugal and conservative state is kicking over tradition by abolishing politics in town government. There are now more than 100 Maine towns and cities that are managed by technicians instead of by selectmen chosen at the polls and the number is growing by the month.

Furthermore, Maine is not leaving it to happenstance to find the trained people to take over the reins. The University of Maine has started a complete four-year undergraduate course, leading to a degree, to turn out men steeped in the ABC's of building roads and filter beds, collecting taxes and administering public relief. It is the first of its kind in the country. Fifty students are taking the course. So far the demand from villages and towns for these trained youngsters far exceeds the supply.

Maine's notable break with the tradition of local politics stems from the Down Easter's well known hatred of waste and tender regard for the tax dollar. Uncollected taxes, unpaid bills, unpaved roads and a Pandora's box full of troubles are the usual lot of a new town manager so that, as Professor Edward F. Dow remarked, he might better be called "receiver" than "manager."

Maine had always shown more than a passing interest in the council-manager form of local government, so that there was a favorable climate when in 1945 a bunch of veterans, looking at their home towns with new, frank eyes, suggested to Governor Horace Hildreth that something be done toward training managers.

Professor Dow and associates got their heads together and devised a curriculum that combines both the arts and technologies—four or more years of hard work that includes training in everything from double-entry bookkeeping to how to get along with a die-hard selectman who doesn't like managers.

The first graduate of the course was Paul Hermann of Brookline, Massachusetts, who immediately became the first town manager of Bethel, Vermont.

Hermann, like all other aspirants, had to do a great deal more than classroom work to qualify. Each must serve a period of internship under a town or city manager and must initiate and complete a major civic project during that time. Hermann served in Houlton, Maine, and his major project was the preparation of traffic and zoning ordinances. Other municipal interns have made

*Mr. Murphy has been editorial writer for the Hartford *Courant* since 1945. Previously he did public relations work and was for several years editor of the *Journal* of the Connecticut State Labor Department. He has written for various national magazines, including *The Reader's Digest, Saturday Evening Post* and *Coronet.*

complete revision of town ordinances, charted streets and sewers, completed economic surveys and even written the town's annual report.

In his freshman year in college the incipient manager studies trigonometry, algebra and geometry, as well as languages and the social sciences. As a sophomore he gets a good bit of accounting, surveying, chemistry, statistics and American government. As a junior he plunges into bacteriology, highway construction, sanitary engineering, personnel management and public opinion, among other things.

In his final year he concentrates on sanitary engineering, public administration and government.

At the end of four years each of these young men has more know-how about running a town or city than a barrelful of mayors and aldermen.

Take Warren Knowles of Berwick, Maine, as an example. Warren is 26 and got his degree in civil engineering last year. He still looks like a high school student and it is easy to imagine the raised eyebrows of the town burghers of Berwick when they got their first look at this slight youth with the high forehead and the humorously tolerant mouth.

But they knew a bargain when they saw it. Where else could you get a road builder, tax expert, accountant, sanitation engineer, all in one package, and for less than $5,000 a year? They snapped at Warren and he's been running the town of Berwick, population 2,100, since then.

Now Berwick is like Boston, Butte and Buffalo. Any differences are in degree, not kind. So young Mr. Knowles faced in miniature the kind of housekeeping mess that exists in most American towns and cities. If anything, in Berwick, things were probably a little worse. More than 30 per cent of the real estate taxes were uncollected and some tax bills had the dust of fourteen years on them. Water bills were ignored by a good proportion of the town's residents. Welfare funds were being distributed on a good-time-Charlie basis, the valuations on real estate in the town were weirdly out of line with real values and the town was within $1,000 of its legal debt limit.

Topping the whole mess was the unhappy fact that three of the town's selectmen were bitterly "anti-manager," three were in favor of the new government, while the seventh straddled the fence.

One Man's Accomplishments

Knowles took off his coat. Before the end of the year more than $5,600 of the $7,300 back taxes had been dragged into the town treasury. When the laggards learned that the new manager meant business they paid their water bills too.

Selectmen, or some of them, had the habit of bringing people in off the street and ordering the payment of relief funds. "Here's Bill Smith; he could use ten dollars to tide him over." It was great for the selectman's personal popularity but tough on the town budget.

Knowles started to investigate all cases and found that a good proportion of reliefers were residents of other towns and even other states. He got refunds.

The town had an appropriation

for a new road. Knowles planned it and built it without outside help. He made an agreement with the neighboring town of South Berwick to pool "cold patch" manufacture, cutting the cost of this road building material in half. When the town hall needed a coat of paint he sent out for competitive bids and got the job done for $155 less than the original estimate.

Town food orders were being filled by one grocery. Knowles shopped around and saw that the business was distributed to all groceries that charged reasonable prices.

Then he set out to revamp the police department. Conditions had been so disorderly at dances held at the town hall that state police had threatened to revoke the license for dances. A new crop of officers cracked down on the trouble makers and trouble from that score ended.

A local attorney representing an estate came to the selectmen and made a deal. The testator owed the town $2,100 on back taxes. The lawyer offered $1,000 to call quits and the selectmen, or a majority of them, were ready to say yes.

Knowles would have no part of it. "The estate owes $2,100 and it's going to pay $2,100. I'm turning it over to the town's attorney for collection."

The $2,100 was collected and went into the treasury.

In the first ten months of administering the town's affairs Knowles has already saved triple the amount of his salary. The town is slowly crawling out of the red and plans are now being made for a new water filtration plant.

Already a good proportion of the town's 2,100 people are on Knowles' side. One well informed townsman writes a weekly letter to the local newspaper exposing the chicanery of the politicians and pointing out the good work that is being done.

The troubles that Warren Knowles has bumped into managing the town of Berwick are not precisely typical, but they are common enough for the university to take cognizance of them in training managers.

Managers Relate Experience

Each year experienced managers come to the university and sit down with students and tell them the practical facts of public life. This is no academic discussion but a down-to-earth recital of the seamy and unsavory situations that must be faced.

"What are you going to do when you find the first selectman is renting his truck to the town?" one of them may ask. "That's a situation I had to face and here's what I did about it."

Or, "You'll probably run into a case where the powerful citizen in town is getting all the hardware contracts. Here's the way to block that—."

In addition many of the students sit in once a year at the so-called Ridley clinic, conducted by Clarence E. Ridley, director of the International City Managers' Association. Here they learn through case studies why city manager governments have sometimes succumbed to political assaults. Recently Ridley told them: "The essentials of a good manager are knowledge, experience, intel-

ligence, self-confidence and skill in human relations."

New managers frequently bring their own problems back to these meetings at the school.

Before the imprimatur of approval is put on a student, telling the world he's competent to run a town, he's got to crawl through a gruelling examination. He may, for example, be called on to set up an organizational chart for a complete revamping of the mythical town of Metro. Or he may be called on to spend on paper some seventeen million dollars for a new bridge and must tell who should draw the plans, decide on the material, the location of the structure. When he has done that he will have to submit complete details on financing.

Here is a sample question, verbatim: "The city has reached its debt limit. What policy would you follow in financing current expenses and still provide for the additional outlays which you have advocated?"

Graduates in Demand

No wonder these well trained technicians are in demand. Two of them, 25-year-old Bernard Marsh of Old Town and 22-year-old Vance Dearborn, even started managing towns before they graduated. Both were war veterans and by arrangement with college authorities they spent part time at their studies and part time straightening out town affairs.

Several graduates are managing two communities, or three, or a town and the village government within it, where insufficient funds and population make a full-time manager for each impractical. All of them report back to the university and the refrain is identical: "Not enough hours in the day."

Many of them are on the go from seven in the morning until midnight. In the summer they supervise road construction and repairs, attend civic meetings. In the winter they have the job of snow removal. And winter and summer their evenings are usually taken up with people looking for poor relief or people with complaints.

As one manager wrote to Professor Dow recently: "I am close to people, on a first-name basis. The one thing you can't do is pass the buck. You can't delay making decisions or ignore the taxpayers. You've got to make your own decisions and make them fast."

In this respect as in many others these college trained managers are not unlike practical politicians. There is this essential difference though: problems are decided on the basis of knowledge and experience, and not by the hoary method of favoritism. One manager recently listed 82 distinct activities in which he is engaged as part of his regular job.

Like most professors, Professor Dow is conservative in estimating the impact of this training school. "The requirements are so rigorous that a flood of applications is not anticipated," he says. "Of course it is evident that not all graduates will become or will remain managers. But the course is not so highly specialized as to preclude entry into business pursuits or professions such as law. It is our hope, though, that

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Long Machine Foiled Again

New Orleans voters overwhelmingly frustrate governor's grab for power by reelecting Morrison and his ticket.

By BRYAN BELL*

ON JANUARY 24 the citizens of New Orleans flocked to the polls to reelect their young reform mayor, deLesseps "Chep" Morrison, by a crushing two to one majority. Over 90 per cent of the registered voters cast their ballots, setting a new record—20 per cent greater than that of any previous election—and reflecting the intense spirit generated by the current political situation in the south's largest city.

The overwhelming victory of the Morrison administration was a clear endorsement of the type of government which New Orleans has received for the last four years. An effective merit system for city personnel, development of a spectacular recreational department, the first civic building program in two decades and institution of a new budgetary and accounting system are just a few of the many changes and improvements introduced.

The election was, to a high degree, a personal tribute to the city's 38-year-old mayor. This remarkable young man has not only served as mayor during four eventful years and been the standard bearer for a political faction which threatens to disintegrate the old-line machine but he has also been prominent on a national and international level. He has served as president of the American Municipal Association and travelled through Latin America drumming up trade for the port of New Orleans. At home his personal popularity arises as much from the fact that he has gone swimming in city pools with the kids and charmed many a lady's club with effective oratory as from solid work at city hall.

Mayor Morrison and his party have offered a convincing refutation of the political aphorism that the life of a reform administration is one term.

While clearly a positive victory for the Morrison ticket, the overwhelming majority which it rolled up at the polls and the consequent small vote accorded the opposition was a definite slap at Earl Long and a public manifestation of the city's resentment of the governor.

Morrison's opponent in the mayoralty race was Charles C. Zatarain, an amiable business man whose past political record offered little ground for attack and little for praise. Zatarain, who started as an independent candidate campaigning under the slogan "Zat's right," was endorsed by the "Old Regular" faction, which dominated New Orleans politics for two decades prior to Morrison's first election in 1946 but which is disintegrating in the face of a scarcity

*Mr. Bell, business man of New Orleans, is active in political and civic affairs in his city, serving on various committees of the New Orleans Bureau of Governmental Research. He is a graduate of the School of Public and International Affairs at Princeton and is working at night for an M.A. in political science at Tulane University.

of spoils and weak and divided leadership. He was also endorsed by the Long organization in New Orleans and although he often proclaimed his independence he became known as "Long's boy." And this for him meant predestined defeat.

Voters About Face

The bitterness against the governor, now so apparent in the city, has developed only within the last two years. When the brother of the Kingfish ran for his present post in 1947 he carried the city by 40,000 votes in the second primary. But the ill-advised and unjust series of bills passed by the legislature in 1948, designed to distort and control the city's government, caused one of the most spectacular political about-faces in Louisiana history.

New Orleans, like most large cities, suffers from the antagonism which legislators from a rural area have for a metropolitan center. It has a disproportionately small number of members in the state legislature and pays a disproportionately large amount of taxes. But its greatest problem arises from the fact that the Louisiana constitution allows extensive changes and adjustments in the government of the city, no matter how unjust or damaging they may be, to be made merely on the prevailing political whims of a majority of the upstate representatives. As a result, New Orleans government has almost been forced into a state of collapse several times.

After the Civil War a carpetbagger governor required the city to put up funds to support a statewide police force which was under his personal control and, when contributions became delinquent, the power of the city to pass ordinances was revoked. Huey Long forced proud New Orleans to its knees by gaining control of the police, requiring that only those candidates he had endorsed could be put on the public payroll and reducing city revenues to such a disastrous degree that bankruptcy proceedings were imminent. But it remained for Earl Long to set a record for punitive and vindictive legislation, designed to hand the city back to the spoilsmen and imperil its economic and political progress for decades to come.

This was done by passage of more than two hundred bills covering every phase of governmental activity from the responsibility for dog-catching to the power of the mayor.[1] Revenues were reduced and mandatory expenses increased so that the city was subjected to a financial squeeze-play in the face of rising costs. It was burdened with a new administrative system, clumsy and self-contradictory. Civil service was endangered. The non-political and efficient control of port facilities was threatened. And a whole series of bills were passed which were a thinly disguised attempt to shift political control of the city to Baton Rouge one of these, for example, transferred the custodianship of voting machines from an opposing to a friendly state official.

All these were executed, upon orders, by an obedient legislature distinguished in Louisiana history

[1]See also "The Rape of New Orleans," the REVIEW, September 1948, page 417

for its yes-men. Even the powerful and skillful Huey could develop only on rare occasions the majorities which his brother consistently elicited in 1948. The Long-sponsored representatives from New Orleans joined in the rape of their own city, and the amazing spectacle of cooperation inspired the laconic political quip that all Earl had to do was yell "frog" and the legislature jumped.

Confident that he could win another victory at the polls, Long tried to gain control of the municipal courts by changing the long-standing practice of judicial appointment by the mayor to that of popular election. The fact that all the mayor's appointees were easily returned to office made the maneuver ineffective politically for the governor.

Port Authority Threatened

The second attempt at control of the city, revolving around facilities of the port, was more profound in its possible effect. For years politicians had found the Port Authority, locally known as the Dock Board, to be a fertile source of revenue from shippers who were "right" and a feather bed for party hacks. This was changed in 1940 by a series of requirements chief of which was the non-political appointment of board members on recommendation of civic and commercial organizations. Other requirements set up qualification standards for members and protected them from outside interference, political or otherwise.

The result was that the new board rendered better service with approximately 800 employees than had previously been offered with a complement of twice that many and a sizable profit appeared on the books contrasting with the previous loss. A new confidence in the port was reflected by a rapidly mounting trade.

Long proposed a constitutional amendment which sought to reopen the Dock Board as a source of jobs for loyal workers in his organization and which threatened to throw the whole operation of the port back into the political arena. On a referendum required for such an amendment, however, an overwhelming majority in the city, combined with a more moderate opposition throughout the state, slapped this proposal down and trade through New Orleans continues to mount.

Long threw out the merit system in the state but left it in operation in the city, doubtless to prevent his opposition from building a political organization. He plans to gain control of the civil service commission as a result of having appropriated the power to appoint new members when present terms expire, which in turn will allow him to dictate who the director of personnel will be.

It is doubtful, however, if this could have more than an irritating effect because the newly elected administration which takes office in April is solidly behind the merit system. So are the voters of New Orleans.

Long said he would reduce the sales tax in New Orleans. He did. He lowered it from two cents on the dollar to one cent but at the same time he increased the state tax

an additional cent. The result was that people in the city had to pay the same amount of taxes but the revenues of their municipality were reduced by a full 25 per cent. In addition, mandatory expenditures were ordered by the legislature, such as increased pay for firemen, which raised required disbursements by 8½ per cent.

Despite this situation, the Morrison administration was able to carry on a program of public improvements through a well planned bond issue. It was able to add almost a million dollars worth of facilities to its recreation department as the result of an individual legacy and private contributions. With the mounting quality of performance on the part of city employees, achieved through civil service, it was possible to offer public service better than that of previous years even in the face of a reduced budget. This financial squeeze-play instead of embarrassing the administration actually redounded to its credit.

City Government Changed

The most crass political maneuver of Long against the city was that of changing the structure of its government. The charter provided for a five-man commission form of government composed of a mayor and four commissioners elected at large. Long, expecting that Morrison's popularity would allow him to carry any office elected by the city as a whole, substituted a modified aldermanic system with an eight-man council, all except the mayor elected on a district basis. The anachronistic seven municipal districts are used, the largest of which contains six times as many voters as the smallest. Because of the uneven distribution of political strength in the city Long hoped to be able to win a majority of the members of the next council.

This "alder-maniac" system, as Morrison calls it, reduces the power of the mayor to little more than being in charge of the janitorial services and interior decoration of city hall. Its main drawback, however, is that the councilmen are not only representatives from districts but they are also in charge of administrative departments. Not a single other city of the 2,013 listed in the *Municipal Year Book*[2] has a similar government.

One candidate for this council was more than half serious when he envisioned one district with every street paved, another with every tree clipped and a third with a policeman to protect every house, without any interchange of these services.

The value of this system to the governor was nullified by the recent election. So great was the popularity of Morrison's ticket and so intense was the opposition to Long's dictation that sections of the city which had been consistently Old Regular for 30 years gave majorities to Mayor Morrison. All the city-wide candidates sponsored by Morrison were elected as well as six of the seven district councilmen. The odds are that the seventh will win in a second primary. With such unanimity of

[2]International City Managers' Association, Chicago.

feeling most of the disadvantages of the "alder-maniac" system are overcome.

Long still has one trump card. A constitutional convention is planned for this fall. Louisiana's constitution is said to be the longest and possibly the worst in the United States. Many thousands of laws normally considered statutory in nature, such as the one naming the Huey P. Long Bridge, are included in the constitution. It is anticipated that the governor will control a majority of the delegates at the convention and a highly politicalized document may result. It is reported that he plans to use the new constitution to gain power over the Dock Board and port facilities and to develop a controlling influence in New Orleans politics.

On the other hand, forward looking citizens anticipate the constitutional convention as offering the possibility of gaining a real home rule provision and freedom from the domination of Baton Rouge. Mayor Morrison plans a city-wide referendum on this point at the next general election and believes there will be a fifteen-to-one vote in its favor. Such a majority sentiment might well have a persuasive influence in the convention.

It is hoped that the citizens of New Orleans can achieve the right to set up their own governmental structure, determine its powers and fix its taxes. Only with such freedom can local government, which is closest to the people, accomplish its appointed task. And, undeniably, these are the basic rights of democracy.

MAINE HAS A NEW EXPORT

(Continued from page 124)

a majority of these able and intelligent young men will enter some phase of public service after receiving their diplomas."

There are in all 50 young men who are in various stages of training for manager jobs. Fourteen of them served their internship last summer in various local communities and are now taking over their life work. Many of them will stay in Maine, but an increasing number of inquiries makes it clear that the management of small Maine towns is a mere stepping stone for a majority of them.

Perhaps that is the reason Warren Knowles takes his man-sized job in Berwick philosophically. The hard-knocks experience he is getting now will stand him in good stead ten or fifteen years from now—in Butte, Boston, Buffalo — or wherever he happens to be taking over the reins.

Reports from the majority of the 104 towns now enjoying the manager system in Maine indicate that by far the greater number of citizens are glad that Maine has substituted the yardstick of knowledge for the political glad-hand, of competence for campaign oratory.

And as for the nibbles from far away places. Down in Maine they say, "Well, brains have always been our greatest export."

Small Manager Cities Thrive

Texas communities of 2,000–5,000 population find both finances and administration of services much improved.

By STUART A. MacCORKLE*

THE council-manager plan has been adopted by 76 Texas cities since 1913. Today Texas ranks second among the states in the number of communities using this plan. Continually more cities have seen fit to centralize their administrative activities in a manager. This is especially true of the smaller Texas cities.

In this group is Giddings, a small central Texas community of approximately 3,000. Prior to 1941 a commission form of government was used and a great deal of inefficiency resulted. This inefficiency arose from the fact that local business men were serving as administrators over matters with which they were not well acquainted.

Giddings Pays Debts

Giddings was virtually bankrupt. The general fund had only $85 in cash and more than $2,000 in notes was due. The water system also owed more than $2,000 in notes. In 1928 the city had issued bonds at 6 per cent which were callable in 1938. In 1941, $28,000 of these bonds had not been called even though at that time it was possible to borrow money at 3 per cent interest. The city's total indebtedness was $165,000.

Adding to these difficulties, delinquent taxes amounted to $14,000 and water accounts were delinquent by more than $10,000. Tax assessments were in a disorderly condition with numerous cases of double assessment and some instances where property escaped assessment entirely.

What has happened in Giddings since 1941 when council-manager government was adopted? During the first months $12,000 of the $14,000 in delinquencies was collected. Since then the rate of collection has exceeded 95 per cent of the total tax levy.

The collection of delinquent taxes and water accounts made it possible for the city to take care of urgent services without going into debt.

The rate of flow of the city water well had been falling for some time prior to 1941 and the pump needed overhauling. A new well was drilled, the old one overhauled to increase its supply by 20 per cent, and a new automatic pumping station installed. The latter improvement effected a large saving since it eliminated the need for a pumping operator. With only the old well it had been necessary to employ both a night and day operator in order to maintain a minimum water supply.

The first tangible result of the improvement, aside from the increased

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supply of water and the saving on salaries, was reduction of the city's fire insurance key rate. The city had been informed that the rate would be raised. With a more adequate water supply, it not only failed to go up but was soon reduced. This resulted in an estimated saving to fire insurance policy holders of about $2,000 in the first year alone.

During the first two years of council-manager government in Giddings the Federal Power Commission system of uniform accounts for electric utilities was installed in the electric department, and the National Association of Railroad Commissioners standard accounting system was put to use in the water and sewer utilities. Tax maps were made up and the tax billing system was improved to effect greater efficiency in assessment and collection of taxes.

By June 30, 1943—two years after the manager plan had been adopted—total indebtedness had been reduced by $32,133. The general department notes of $2,000 were paid off and the city hall and fire and police funding warrants were reduced by $7,640—and paid off the following year. By 1948 the water bonds had been reduced by $8,000; sewer bonds by $5,000 and electric bonds by $13,000. These reductions took place without any increase in utility rates. As a matter of fact, the water rate was reduced during the war period.

Although Giddings did not raise its electric rates, the utility made a net profit of $19,603 in 1948 as compared to only $4,753 in 1943. This is an increase of 312 per cent in net profit over a five-year period which was characterized by rapidly increasing material and labor costs. Also, during this period, the earned surplus in the electric utility account increased from $8,637 to $67,664 while the value of the plant nearly doubled from $68,773 in 1943 to $116,291 in 1948.

Belton Ousts Corruption

In contrast to Giddings, where manager government improved an honest but inefficient administration, Belton is an example of a city which suffered from a corrupt administration for a period of years prior to council-manager government and it is still attempting to recover from the resulting bad effects.

From 1926 to 1931 Belton built up a debt of $935,000 in principal, interest and court costs. Part of this was a $25,000 bond issue to build a new city hall, only $5,000 of which went into remodeling an old building. The remainder disappeared through the hands of enterprising politicians.

Another $25,000 bond issue had been voted earlier to remove a small island from a creek which flows through the town and which constituted a flood hazard. Again, the money was never used for the designated purpose and the flood hazard to this day reposes in its original location.

Belton adopted the council-manager plan in 1931 and by 1937 was able to refund its bonded indebtedness at $597,000. In addition there were outstanding warrants and notes sufficient to bring the total debt to $609,392. Since 1937, $256,507 has

been retired so that the debt is now $352,885. Except for $15,000 borrowed to finance a new water well, the city has operated on a cash basis since the debt was refunded in 1937. This was paid off within a year.

Belton has made many other improvements under the council-manager plan. Employee security was non-existent prior to 1931 because all appointments were on a political basis. Appointments are now on the basis of merit and there is little turnover of personnel.

Prior to 1931 assessment rolls were heavily padded, properties not even in Bell County being included. This was done in order to achieve the high assessed valuation requisite to issuance of an enormous amount of bonds. Delinquencies were high and during the past six years nearly $75,000 in back taxes have been collected. The rate of collection has been maintained at 95 per cent or better during recent years.

Aside from these improvements, an intangible benefit has become apparent. This is the greatly increased interest of the citizens in their government. The people now have confidence in their city administration because they feel it is being operated on a businesslike basis. Although Belton has had a long struggle to recover from the effects of mismanagement, it is evident to citizens that they are going to see consistent progress under council-manager government.

Killeen serves as a good example of a small municipality which has had a tremendous population growth during recent years and therefore a rapid increase in municipal problems. These growing pains, attributable largely to the expansion of nearby Camp Hood, intensified the need for more capable direction of municipal affairs, and a new charter providing for council-manager government was adopted on March 3, 1949. A council was elected on April 5 and an experienced manager employed shortly thereafter so that the new government was functioning by July 1, 1949. Numerous changes have already been effected which point toward better government.

Killeen More Efficient

Administrative organization has been improved in Killeen with four departments — finance, police, fire and public works—organized under the city manager. Financial administration has been considerably bettered through institution of centralized purchasing, a more adequate accounting system and improved assessment procedures.

In an attempt to meet increased costs, the manager has secured council approval for the levy of several new revenues. Among these are various occupation taxes, a public utility franchise tax, street rentals from busses and taxicabs, various licenses and parking meters. Increased attention has been focused on city planning and zoning by passage of ordinances governing subdivisions and zoning. Expansion of city-owned utilities is being undertaken with modern machinery and methods.

Municipal government is being modernized in Killeen through the effective utilization of human and material resources under the city manager.

Georgetown, like Killeen, is approximately 4,000 population and is also located in central Texas. It has had manager government since 1944. Here the improvements have perhaps not been as spectacular as in some other Texas cities. Georgetown's government prior to 1944 was apparently adequate for the needs of the community at that time. There has never been any great turnover in personnel either before or after the advent of manager government, and financial administration has always been rather efficient.

Better Health in Georgetown

At the same time, many problems of the postwar era have been solved in an efficient and economical manner. Noteworthy among them has been the creation of better health conditions and, more specifically, eradication of a serious mosquito menace. The manager of the Chamber of Commerce credits the initiative and ability of the city manager with this accomplishment as well as numerous other improvements.

Both the garbage collection and water systems have been expanded and improved at reasonable cost and several recreational improvements have been made during recent years. Twenty-four-hour police protection has been a reality since 1947.

These improvements have been made without increase in the city's tax rate and the city's bonded indebtedness has been maintained at a low level throughout the entire period.

The fifth city, Burnet, is approximately the size of Giddings. Here manager government has existed since 1945. Under the council-manager form the city has made considerable progress toward timely and efficient rendition of local services. Financial and personnel administrations are better today than in 1945 when the new form of government was initiated.

Burnet Makes Improvements

As evidence of this, an annual post-audit of financial transactions, unheard of before 1945, is now made and a summary of the resulting audit report published in the local newspaper. A formal double-entry system of accounts has been installed and improved assessment procedures have been employed. As a consequence of this latter development, the total assessed valuation has risen from $481,000 in 1945 to $1,150,000 in 1949. Annual property tax delinquency has been reduced from 15 to less than 5 per cent and utility bill collections have been improved through adoption of a strict but equitable policy with regard to delinquents.

In the personnel field the city carries workmen's compensation insurance on all employees except policemen. A group hospitalization policy is carried on all employees at no cost to them. Now, the city has taken steps to join the statewide retirement system for municipal employees, so that in the near future the nineteen city workers will be assured of retirement security on a sound basis.

Like Georgetown, Burnet has been able to effect utility improvements at a reasonable cost. The

city has procured a large amount of needed machinery from the War Assets Administration at a fraction of its original cost. The initiative of the manager in making these timely purchases has made many improvements possible.

While it is apparent that the experiences of cities thus far treated have been rather favorable to the council-manager plan, it must not be assumed that all municipalities using this form of government make such excellent laboratories for analysis. In fact, two of the small municipalities visited during a recent study offer evidence of the difficulty of making evaluations as to the effectiveness of council-manager government with the forms preceding it.

Progress in Hearne

Hearne is a small city of some 7,000 population which adopted manager government in April 1943. The city had been governed by a commission with most of the administrative work handled by the city secretary. The present manager served as city secretary from 1939 until he was appointed manager in 1943, and has spent his entire career in the employ of Hearne.

From all indications, the citizens have enjoyed sound and economical government both before and after the institution of manager government and it would not be far wrong to say that the ability of the present city manager has been instrumental in attaining this situation. History attests to several decades of governmental progress in Hearne under both the commission and council-manager forms of government.

College Station, a small community comprising the Texas Agricultural and Mechanical College and its immediate environment, was incorporated in 1939. According to one of the first city officials, incorporation was prompted by a desire to prevent the college from being annexed to the adjacent city of Bryan and to secure lower fire insurance rates.

College Station New City

At the beginning a "business manager" was placed in charge of administrative affairs. Although this title was changed to city manager on April 13, 1944, for all practical purposes the city has operated under the manager plan from its inception. It is therefore impossible to make any comparative evaluation of the accomplishments of manager government as compared to other forms.

From all indications citizens are being rendered services at reasonable cost. Among other things the city has a rigid system of planning and zoning and a comprehensive street improvement program is under way which will result in all streets being either gravelled or topped with asphalt. The municipality has operated on a balanced budget during the past ten years and now enjoys a low tax rate of $1.00 for each $100 of assessed value.

So far as could be ascertained, the only disturbing feature in College Station is a wholesale lack of citizen interest. This is illustrated by the fact that only some twenty votes were cast at the April 1949 election in which three councilmen were elected. Citizen interest has not developed to that point where a truly

strong and responsible government exists.

Our final city is Lampasas which has employed a city manager only since 1946. Formerly a city secretary handled office matters and a water superintendent took care of all business outside the office. The system was loose and inefficient with no clear-cut definition of responsibilities. Officials were completely honest but perhaps not too efficient.

Lampasas Utilities Pay Off

After the city manager assumed his position in 1946 the city purchased its electric plant from the Lower Colorado River Authority. The number of electric accounts increased from 1,200 to 1,700 in 1949. Along with this increase there was a rapid increase in the net profits of the utility. In 1947 this was a little over $10,000; the next year it had risen to $16,930; and in the year ending March 31, 1949, it was $22,663. Through the purchase of its electric utility, the city is reaping substantial benefits.

The water utility was in poor condition prior to 1946 with 250 dead water meters and severe losses because of an inefficient billing system. Since 1946 water revenues have increased from $9,300 to $46,023 annually. As a result the utility has shown substantially increased net profits: $13,415 in 1947, $19,690 in 1948, and $21,407 in 1949.

The present city manager of Lampasas is placing much emphasis on public relations in order to arouse the interest of the citizens. An excellent annual report is published in addition to small leaflets which are issued periodically to explain particular problems. Personnel management is also emphasized—the city was first to join the Texas municipal retirement system. This has enabled the city to employ and retain competent personnel.

Lampasas is a good example of a city which had not had dishonest government and was not in a state of financial crisis, but which nevertheless has shown consistent and substantial benefit from the council-manager plan.

Regardless of the circumstances which cause a city to change its governmental machinery, adoption of council-manager government has resulted in efficient, competent and less costly government in the majority of cases under consideration. Financial and personnel administrations have been greatly improved, and the public has secured an expanded group of public improvements and services with a minimum of expense.

Good service at minimum cost seems to have sold the council-manager plan in each case. It seems reasonable to conclude that small cities anxious to better themselves will do well to give manager government a fair trial.

Efficient Service Not Enough

Study of council-manager operations in Holton, Kansas, reveals that sound public relations play important role.

By EDWIN O. STENE*

PUBLICATION of the story relating the operation of council-manager government in Holton, Kansas,[1] had its beginnings in three somewhat independent yet related factors. The first was the desire of the University of Kansas' Bureau of Government Research to do something to interest more cities and more citizens of the state in manager government, the second was the development of case method teaching, and the third was the fortunate appearance of a case almost at our doorstep.

The university staff has been interested in encouraging expansion of council-manager government, yet a brief examination of cities in Kansas reveals that any substantial increase in adoptions of the plan means adoption by small cities.

There are only three cities in Kansas with more than 50,000 people. The largest, Wichita, has had manager government for more than 30 years. Kansas City rejected the plan three years ago and probably will not try again for a time. That leaves Topeka as the only possibility in the next few years.

Kansas has three cities between 25,000 and 50,000 population, all operating under the council-manager plan. On the other hand none of the three cities between 15,000 and 25,000 has manager government. In the population range of 5,000 to 15,000 manager government has a slight edge. Fourteen cities have the manager plan, while thirteen operate under the older plans, mostly commission.

Manager government has reached approximately the halfway mark among all cities over 5,000. Eighteen retain the older types of government and three of these have rejected council-manager proposals at recent elections.

That leaves the cities between 2,000 and 5,000, and here the number is larger. While cities under 2,000 can adopt the manager plan, and four of them have, pay is necessarily low, management opportunities are few, and a professional outlook does not seem to make its appearance, especially since local men have been appointed.

Of the 53 cities between 2,000 and 5,000 seven now operate under the manager plan. That leaves a field of 46 cities in which new adoptions may be considered. Certainly those are the cities to which we must speak in Kansas, and incidentally they are the cities in which a young man

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[1] *It Works in A Small City.* Bureau of Government Research, University of Kansas, Lawrence, 1949. 28 pages.

might well seek to enter the profession. Holton, Kansas, falls into this group with a population of about 2,700.

The second factor in the Holton study was development of the case method of teaching. The University of Kansas has a human relations program by which it hopes to help students develop skills in dealing with people and an awareness of the human problems of public administration, business or community associations. Case method teaching is used exclusively in the first course in public administration and case studies, with a human relations turn, are emphasized in several other courses, both graduate and undergraduate.

This method of teaching demands a constant search for source materials, and consequently every opportunity is taken to learn about specific situations. Teacher, researcher and student alike acquire a curiosity to learn how people react to new systems or new methods, and why they react as they do.

Holton Study Made

It was partly for the purpose of seeking possible sources of case material and partly to extend an invitation to a city manager's school that I drove to Holton to meet the new manager there. I soon found myself reading news clippings, examining financial reports and listening to the manager's accounts of what had been done in the short time he had been at Holton. At a Rotary Club luncheon I observed a like enthusiasm on the part of residents. Here might be a story with which to interest other cities of the 2,000 to 5,000 population class in the possibilities of council-manager government.

Within two weeks the study was under way. Four graduate students spent several days in Holton, going from store to store and asking questions, talking with city and county employees and searching the files of local newspapers. The reports seemed almost unbelievable, yet the four boys went to different places and came back with accounts that were surprisingly uniform. Holton had adopted council-manager government by a narrow margin of 48 votes out of about 800, but within a year opposition to the plan seemed to have virtually disappeared.

Such complete change of sentiment is unusual even in a small city—though it is often true, of course, that council-manager government gains support after its adoption. The next task, therefore, was to determine why the new system won popular favor so quickly.

We found that physical improvements had been made in streets, in the park, in traffic control and in other ways but these were not highly dramatic. Financial savings through budget planning and purchasing controls were likewise commendable but not spectacular. These improvements helped to win support for the new city government but by themselves they could hardly have produced the overwhelming approval that the inquiries disclosed. Attention was turned, therefore, to other aspects of the government.

Holton was fortunate in the kind of public relations established by the new government. From the first

meeting of the new city commission (council), when employees, most of whom had opposed the new system, were assured of their jobs as long as they performed their work satisfactorily, the city was on the way to a new interest in itself, a new feeling of mutual confidence. The old city commissioners had fought among themselves; they had been at odds with the Chamber of Commerce and with other citizens' organizations. Employees had been divided into factions that often would not work together. Now the new commission sounded its first note of unity by offering security to employees and inviting them to serve the city.

Employee Relations

This word of assurance was further supported by the commission's refusal to act upon what seemed to be strong popular support for a local managerial candidate—a man who was reported to have named several officials and employees whom he would dismiss when he became manager. Some of the men marked for removal were unpopular in the city, and several voters may have hoped that adoption of the manager plan would be a step toward their removal. Yet the offer of security by the new commission seemed to be welcomed as a symbol of unity.

The new manager took over the policy of unity and security where the commission had left it. From the beginning he worked with the employees as one of the team, a player-manager so to speak. He made it a point to assure the employees that their tenure of employment was not at stake unless they failed to cooperate in carrying out the principles and the program of the manager government.

The second important factor in the success of the new system was the improvement of public relations. The manager made it a point to become personally acquainted with the citizenry as quickly as possible. He encouraged people to visit the city hall, to ask questions concerning the city government and to make their complaints known to him. He also instituted a routine of handling complaints so that grievances would be cleared as quickly as possible.

Above all, his personal manner, his attitude in dealing with employees and with the public, seemed to permeate the entire organization. Employees felt that they were important to the city; in return they became interested in the public's problems and were courteous in dealing with the citizens. A new atmosphere was present and all who had dealings with the city, directly or indirectly, seemed pleased.

It was our conclusion that, despite the tendency of researchers to measure the success of an administrative organization in terms of costs and services, the primary factor in public acceptance is the kind of experience that people have in their direct contacts with the agency's personnel. The success of council-manager government depends in final analysis, therefore, upon the relationships that are established with the public.

This conclusion holds even though the number of people who have personal contacts with the administration is relatively small, for the

attitudes that are instilled by these contacts spread easily from person to person. At times the attitudes and actions of public officials may be reported by newspapers in such a way as to produce sympathetic reactions; but these reports will have little effect if they are not supported by personal experiences or by favorable reports about experiences by close friends.

Partly as a result of this study of Holton the University of Kansas staff is of the opinion that further studies should be made of the public relations and employee relations aspects of council-manager government. Are city managers, city councils and supporters of manager government fully cognizant of the need for a feeling among employees that they are important to the city, and a feeling among citizens that their voices are heard and that they are recognized as a part of the city? For the small cities, especially, such studies of manager government might well center around the question: To what extent and in what ways should a city manager assume responsibility for making democracy work in his community?

THE LEAGUE'S BUSINESS

(Continued from page 118)

July. Dr. Peel is currently professor of government at Indiana University. Prior to his service in Indiana he taught at New York University and other institutions. During World War II he was in the Scandinavian countries for the Office of War Information.

League Loses Valued Friends

Mrs. G. A. Tawney, Illinois civic leader and for many years an active member of the National Municipal League, died in Urbana on December 31. Mrs. Tawney listed the League as one of the beneficiaries in her will.

Lyle R. Chubb, formerly a member of the staff of the League's Consultant Service, died suddenly in Atlanta February 7 at the age of 40. Mr. Chubb, who assisted Thomas H. Reed in an administrative survey of Atlanta and Fulton County in 1937, remained in that city to help carry through the survey recommendations.

Lessing Rosenthal, 81, an active League member and prominent civic leader for many years, died December 20 at his home in Chicago. He was interested in election and civil service reform and was a trustee of the Brookings Institution and of Johns Hopkins University.

News in Review

Broad Reorganization Urged in Connecticut

Study Group's Report Calls for Constitutional Revision

THE Connecticut Commission on State Government Organization, appointed last year by Governor Chester Bowles by legislative authority, has issued an eleven chapter summary report to the legislature and the governor. It was made public, chapter by chapter, during February.

In order to effect recommended changes that cannot be made by legislation the commission has drafted a proposed new constitution and urged the legislature to submit it to popular vote at the November 7 election.

The initial chapter of the report is of general character. Chief among the broad findings in this: "The management of the functions of the state government is so decentralized and so illogically divided among nearly two hundred separate departments, boards, commissions and agencies as to lead to uncontrolled state expenditures, without any means under this system of producing an efficient and economical government. This results in confusion and waste. Savings can be attained on a significant scale only by effective central management. Given that, they can be secured, we are confident, without jeopardizing the employment security of any competent state employee or the morale of the state service."

The first group of detailed recommendations deals with financial management, greatly confused at present. The existing setup is called "a bewildering patchwork," the results of which "thwart intelligent management within the executive branch" and "defy intelligent understanding by the legislature and public."

A single finance department under a commission appointed by the governor is recommended. An annual budget (biennial at present) should be prepared in an office attached to the governor, on a "performance" basis.

A new accounting system is urged "to provide comprehensive central accounts and controls, dovetailed with detailed but standardized accounts maintained in the several departments and institutions."

Personnel management is the topic of the third chapter, and the present division of personnel is called a stepchild of the finance department, whereas it should have coordinate rank among the principal service agencies that work with all departments. Its role is characterized as negative, and the general governmental attitude toward the personnel problem as one of indifference.

The commission recommends establishment of a new Office of Personnel Services headed by a commissioner appointed by the governor, and a professional personnel unit in each department. This personnel setup would be charged with the duty of positive recruitment efforts as well as supervising examinations. A reclassification and salary study is specified, together with development of performance standards, training programs, grievance procedures and employee welfare services.

For the executive branch it was recommended that the functions of the numerous present agencies be grouped in fourteen operating departments, bringing related activities together under a manageable setup. To these departments would be added three

central service agencies — personnel services, general services and public works services. The heads of departments and agencies would be appointed by the governor without legislative confirmation, and serve for an indefinite period at his discretion. One exception is made—the education commissioner would be appointed by the governor from a panel of at least three names proposed by the Board of Education and would be removable only after consultation with the board and upon a written statement of reasons.

For departments with quasi-judicial functions it is recommended that administrative adjudication boards of three members be appointed by the governor and confirmed by the Senate for six-year overlapping terms. The departments would take over the administrative duties of existing boards with mixed functions, the adjudication boards to act independently of them.

To provide for fuller citizen participation in state affairs it is suggested that a citizens' advisory council of five or more members be established for each department and office. They would be appointed by the governor for five-year overlapping terms, without confirmation or compensation.

The report urges the short ballot, with the governor and lieutenant governor as the only elective executive officers. The comptroller, treasurer, attorney general and secretary of state are now elected. The duties of the first two would be transferred to the proposed finance department, the attorney general would be attached to the governor's office and the functions of the secretary of state would be distributed to appropriate departments.

As the town (township) rather than the county is the unit of local government in Connecticut and the counties' few functions can be transferred to the proposed state welfare and corrections departments, it is recommended that counties be abolished. The elective sheriffs, now chosen by counties but paid from state funds, would also be abolished.

A brief chapter on local government emphasizes the mass of special local bills that confront each legislative session. The commission recommends passage of two constitutional amendments—one prohibiting special legislation and another guaranteeing to municipalities the power of home rule under alternative governmental forms to be provided by legislation.

The report recommends that legislators be nominated by direct primaries, that they be better paid and prohibited from dual office-holding. The commission could not agree on a basis of reapportionment but proposed a reduction in the house membership from 272 to 169 by giving each town one member. Some towns (not necessarily the larger ones) now have two.

It is recommended that constitutional amendments, which must now originate in the House, may be effected by popular initiative and referendum.

An office of Legislative Services, to combine legislative and financial research, bill-drafting, office management, etc., is proposed.

A complete revamping of the judiciary system, with local courts largely superseded by state courts, is recommended.

Governor Chester Bowles has announced a special session of the legislature for March 9 to consider ten bills embodying the recommendations.

The commission consists of five members, headed by Carter W. Atkins, executive director of the Connecticut Public Expenditure Council. It is to complete its duties by January 1951.[1]

[1]See the REVIEW, May 1949, page 241.

Ohio Program Commission Studies State Constitution

The first committee to be established by the Ohio Program Commission, created by the 1949 legislature, is one to study the advisability of a constitutional convention. The commission will hold a public hearing March 27 at Columbus to discover whether citizens are interested in constitutional revision.

The Program Commission consists of 21 members; they include the president of the Senate, administrator of the Bureau of Unemployment Compensation, director of welfare, director of highways, director of public works and the tax commissioner; the president pro tempore of the Senate and five members of the Senate appointed by its president, two of whom shall be members of the minority party; the speaker of the House of Representatives and five members, two of whom shall be of the minority party, appointed by the speaker; and three members appointed by the governor.

Governor Lausche on November 4 appointed Arthur S. Flemming, president of Ohio Wesleyan University, Frazier Reams of Toledo (former director of the Ohio Welfare Department), and Howard White, Miami University.

The act provides that "the Program Commission shall gather all available pertinent data and information relative to the problems which will confront the state of Ohio and its inhabitants, so far as they are foreseeable." The commission met and organized on November 14, electing Senator Clingan Jackson of Youngstown as chairman and Speaker John F. Cantwell, also of Youngstown, as vice chairman. Senator Roscoe R. Walcutt of Columbus, chairman of the former Postwar Program Commission, was elected secretary.

At the commission's second meeting on November 28, committees were authorized for study of the following subjects: (1) the employment situation in Ohio; (2) a new building code for Ohio and housing facilities generally; (3) highway costs, distribution of revenues, parking, etc.; (4) advisability of a state constitutional convention when question is submitted in 1952; (5) conservation and shore erosion and a new department of natural resources; (6) school consolidation and economy in school construction and administration; (7) committees on agriculture, aviation, state office space, penal administration and institutions, and institutions for mentally ill; (8) reorganization of state executive and administrative agencies; (9) use of funds raised from insurance companies and appropriated to fire marshal's office.

HOWARD WHITE
Miami University
Oxford, Ohio

Forest Fire Protection Aided by Compact

The Northeastern Interstate Forest Fire Protection Compact has been officially ratified by Massachusetts and Connecticut as well as by Maine, New Hampshire, Vermont and New York, which approved it about a year ago. Copies of the ratifying documents have been filed with the national Department of State. A Fire Compact Commission composed of three representatives from each member state will be organized in the near future.

Loyalty Laws Invalidated in Three States

State laws dealing with loyalty of public employees have been declared unconstitutional recently in Maryland, New Jersey and New York, according to the Civil Service Assembly. At least eight states are reported to have passed laws since 1947 requiring loyalty

oaths of employees or barring members of subversive organizations from employment or from holding office. Previously 41 states had laws covering subversive activity, especially sedition and incitation to law-breaking.

In New Jersey the Supreme Court declared four acts requiring oaths by state office-holders and office-seekers unconstitutional, saying that the state constitution already prescribed an oath and that the 1949 legislature had exceeded its authority in defining another one. The majority opinion was that "the legislators, officials and citizens were bound in their allegiance to the state even in the absence of an oath."

The Ober loyalty law enacted by the 1949 Maryland state legislature, which required oaths from all public employees and provided fines and imprisonments for membership in subversive organizations, met defeat in its first court test. The court ruled that the law violated the freedoms guaranteed by the first and fourteenth amendments. The state plans to carry the case to the Maryland Court of Appeals and possibly to the U. S. Supreme Court.

In New York the Feinberg law, which directed the State Board of Regents to purge the school systems of Communists or members of organizations declared subversive, has been held unconstitutional by the Supreme Court of the Third Judicial District. The court said that the law constitutes a bill of attainder in violation of the state and federal constitutions and that it contravenes the "due process" clauses of both. The case is being carried to the Court of Appeals, the highest court in the state.

Council-Manager Plan Developments

Danville, Virginia, (1940 population 32,749) voted at a special election on February 7 to adopt the council-manager plan. The unofficial vote was 2,585 to 2,241—a margin of 344. A similar proposal was defeated in 1947, 1,647 to 1,582. The nine council members will be elected in June, to take office September 1. With the accession of Danville all Virginia cities of more than 10,000 population will have the council-manager plan.

By a more than three to one majority, voters of **Newton, North Carolina,** (5,407) amended their charter on February 8 to provide for the council-manager plan. The vote was 779 to 246. The plan is scheduled to go into effect on July 1, the beginning of the city's fiscal year.

Arlington, Texas, (4,240) which adopted an amendment to its charter on June 7, 1949, making appointment of a city manager by the council permissive, is now operating under the plan.

In **Nebraska** on January 31 **Sidney** (3,388) voted for the manager plan, 665 to 338. It will go into effect May 1, under a council of five. On January 30 **Gordon** (1,967) balloted 204 to 80 for the plan, to take effect April 10.

The town of **Old Orchard Beach, Maine,** (2,557) voted 718 to 618 to adopt the manager plan at a special town meeting on January 31. The town of **Machias, Maine,** (1,954) has also adopted the plan recently.

At a recent special town meeting in **Bar Harbor, Maine,** which has had a town manager plan since 1947, a revised charter was adopted by a vote of 248 to 242. Whereas the voters have heretofore elected annually five selectmen, a member of the school board, fire chief, assessors, auditor, tax collector and town clerk, under the new system only the selectmen and school board will be elected by the people, and the selectmen will be elected in rotation with staggered terms. Other officials will be appointed by the selectmen or the town manager.

Efforts are being made in **Livermore Falls, Maine,** to obtain a vote on the

town manager plan at the annual town meeting.

Pittston, Maine, rejected a town manager proposal, 109 to 84, on February 4.

Petitions to place the question of adopting Plan E (manager and P. R. council) on the ballot in **Lynn, Massachusetts,** were placed in circulation in mid-January. A bill has been filed in the legislature to permit a vote in Lynn this fall at the state election instead of waiting for the city election in 1951.

The Plan E Committee of **Methuen, Massachusetts,** is seeking to have the town meeting moderator appoint a committee of seven to study forms of town and city government including the manager plan, and to recommend a plan at the next town meeting for submission to the legislature. The proposal was discussed on January 21 before the Methuen advisory committee, which will make a recommendation thereon at the March 15 town meeting. The chairman of the advisory committee expressed opposition.

In **Reading, Massachusetts,** the Citizens' Town Manager Committee was formally organized on January 23 with the immediate purpose of serving as a source of information on the town manager plan proposed for Reading. The Reading League of Women Voters was instrumental in the formation of the committee.

Town manager government for **Brookline, Massachusetts,** will be considered at the annual town meeting in March. Through a petition of a group of voters a proposal will be voted on calling for appointment of a committee of five to study operation of the manager plan and submit a report with recommendations.

In **Belmont, Massachusetts,** the directors of the Winn Brook Improvement Association are asking that the annual town meeting on March 13 consider appointment of a committee on reorganization of the town government. A spokesman for the group urged that the town manager plan be included in the study.

North Andover, Massachusetts, will vote on appointment of a manager study committee at the annual town meeting March 18.

In **Newport, Rhode Island,** the Charter Revision Commission created in December 1947 made public on January 19 majority and minority reports to be submitted to the city council. A majority of six members recommended a strong-mayor charter, while a minority of three favored the council-manager plan with the strong-mayor type as an alternative choice for the voters. If a referendum on either or both plans is held, enabling legislation by the state legislature will then be needed. The legislature in the past refused to allow a council-manager charter for Newport although approved by the voters three to one. It has, however, approved a strong-mayor charter for Providence.

In **Bristol, Rhode Island,** former Councilman F. J. Murphy has announced that he will introduce a resolution at the annual financial town meeting in March, calling for appointment of a committee to study various forms of town government and to report at the next annual town meeting.

A revised charter for **Martinsville, Virginia,** was presented to the state legislature in January; it continues the manager plan, instituted in 1949, but makes various changes including reduction in size of the city council from eight to five, the councilmen to choose the mayor from their own number.

A special election will be held March 7 in **Martinsburg, West Virginia,** on adoption of the manager plan.

Petitions for a referendum on adop-

tion of the manager plan have been circulated in **Evansville, Wisconsin,** and it is claimed that more than half the 880 eligible voters signed. A referendum is expected in April.

The Village Manager Association of **Franklin Park, Illinois,** has been formed to foster the manager plan for that community, where an attempt to obtain adoption last spring did not succeed. The next election is in 1951.

A citizens' committee in **Lawrence, Kansas,** filed petitions with over 1,300 names on February 8, asking for a popular vote on adopting the manager plan at the election in April. Initiation of the movement is credited to the League of Women Voters and the Business and Professional Women's Club.

On March 14, **Coleman, Texas,** will vote on a proposed council-manager charter.

Drafting of a council-manager charter for **Ogden, Utah,** got under way in January with the permanent organization of the charter commission authorized at the November election. Several committees were set up and a budget request was prepared for submission to the new city commission, the outgoing one having turned down such a request.

Seattle Mayor Asks for Administrative Assistant

The city council of Seattle, Washington, has placed on the ballot for the March 14 election a charter amendment to provide an administrative assistant to the mayor. This action had been recently requested of the council by Mayor Devin. Such a position was recommended last summer by the budget and finance committee of the Municipal League of Seattle after a study of practices in other cities. The committee found that the mayor needs such an assistant to relieve him of minor duties and to perform research dealing with departmental efficiency. He would also take over the duties of the Civic Promotion Commission established last year.

Municipal Governmental Surveys in Maryland

Two surveys of municipal governments in Maryland have recently been completed, according to the Maryland League of Municipalities.

In Baltimore an extensive survey of the city's operations has been made under the auspices of a committee of citizens appointed last year by the mayor. The committee employed Public Administration Service of Chicago to make the study and recommendations concerning many of the city's services and activities; it has worked closely with the committee and the city's budget bureau in preparing the city budget for the ensuing year.

A survey report on government in Silver Spring has been prepared by Dr. Joseph M. Ray of the University of Maryland, who is executive secretary of the League of Municipalities and former director of the university's Bureau of Public Administration, which released the report.[1]

Philadelphia Parking Authority Created

The city council of Philadelphia adopted an ordinance in January to establish a city parking authority as authorized by the 1949 legislature. The five members have been appointed, effective June 1. It will be a municipal corporation empowered to issue bonds, select sites, construct garages and lease these to private operators.

39 Active State Leagues of Municipalities

A busy year was experienced by state leagues of municipalities in 1949, ac-

(Continued on page 153)

[1]For a review see page 148, this issue.

County and Township . . . . Edited by Elwyn A. Mauck

Cuyahoga Charter Commission Organizes

Sets Up Five Principles as Guides to Its Action

THE newly elected Cuyahoga County (Cleveland), Ohio, Charter Commission has held its organization meeting and elected former U. S. Senator Robert J. Bulkley as its chairman. It also elected a vice president, secretary-treasurer and executive secretary. The chairman has expressed the desire to appoint also a director of research.

The commission has drafted a budget for $40,000 but this sum has not as yet been appropriated by the county.

It has approved a report of its plans and program committee, headed by Dean Eleanor F. Dolan of Western Reserve University, which resulted in adoption of the following principles:

1. The proposed charter will be one which will best serve Cuyahoga County without regard to whether this will result in encountering the four referendum hurdles of (1) a majority of votes cast in the county, (2) a majority cast in the largest city of the county, (3) a majority cast in the county outside the largest city and (4) a majority in a majority of the townships and municipalities in the county;

2. Representatives of civic, social and welfare organizations as well as all local officials will be invited to present proposals;

3. The proposed charter will be drafted by June 15;

4. All sittings are to be open to the public; and

5. Consideration will be given to the organization of county administrative departments, methods of election and administrative procedures such as budgeting, personnel, etc. The commission will also consider vesting the county with certain types of municipal power. For this purpose, it will appoint standing committees on legal powers, organization and form, election methods and procedures, finance, welfare and health, public works, records, sanitation and transportation. Non-members of the commission may serve on committees with approval of the chairman of the commission or the chairman of the committee concerned.

Virginia County Moves Toward Manager Plan

It is reported that there is no organized opposition to the movement for the manager plan in Fairfax County, Virginia, although there are differences of opinion on details. Petitions are being circulated by the Republican County Committee, League of Women Voters and the Taxpayers Advisory Association to place the strong manager plan on the ballot. A state senator, on the other hand, proposes to introduce a bill permitting the county to vote on a plan giving the manager less extensive powers. It would follow the Arlington County plan in which the treasurer and revenue commissioner are elected by the voters.

New County Created in New Mexico

The 1949 New Mexico legislature created Los Alamos County from portions of Sandoval and Santa Fe Counties. Los Alamos, with a population of approximately 9,000, is the county seat. The county was created as a result of atomic energy installations.

County Planning and Zoning Continues

The newly organized Wicomico County, Maryland, Planning and Zoning Commission has initiated a survey leading to the development of a master plan and comprehensive zoning of the area under its jurisdiction, which embraces a five-mile radius surrounding the corporate limits of Salisbury.

The survey will: (1) Measure setback of all structures along the twelve principal highways entering Salisbury; (2) determine use and type of existing structures within 500 feet of the highways; (3) obtain population densities and topographical data; (4) prepare an enlarged map of Wicomico County showing each structure; (5) establish preliminary building lines and zoning limits for commercial, agricultural and residential uses; (6) study utility requirements for the specified areas; (7) make provision for off-street parking, "spotted" recreational areas, new highways and other improvements; (8) formulate building and plumbing codes and other sanitary ordinances; (9) develop forms for building permits and building occupancy; and (10) establish side and rear guard requirements including height restrictions.

Durham County, North Carolina, on the other hand, is zoning in close cooperation with the city of Durham but its zoning jurisdiction extends over the entire county. Several years ago a joint committee was appointed by the Durham city council and the board of commissioners of Durham County to study the need of enabling legislation. It was found necessary and desirable to prepare legislation for consideration of the two bodies. The result was passage of enabling legislation in the 1949 session permitting all Durham County to be zoned.

The county board immediately appointed a zoning commission responsible for preparing a comprehensive zoning plan and ordinance. In February 1945 the city of Durham organized a planning department as one of its regular functions. Its services were engaged to prepare the county's zoning plan and ordinance under general direction of the county zoning commission but subject to final approval of the county board of commissioners. The field and office work on the preliminary portion of the work is now completed. A tentative outline of proposed zone classifications with permitted land uses proposed in each is being drafted for study by the county zoning commission.

Nebraska and Texas Approve Rural Fire Districts

Under a law passed at the 1949 session of the Nebraska legislature, rural areas may now organize and operate their own fire fighting districts. The purpose of the law is to encourage property owners in rural areas to provide "the same type of protection of their lives and property against loss or destruction by fire as is available to residents of incorporated cities and villages."

Under the statute 60 per cent of the rural property owners in an area equivalent in size to one or more townships must petition the county clerk to call a meeting on the organization of a rural fire district. A majority of those present must approve its establishment. They may arrange for mutual aid among themselves or contract with adjacent cities and fire departments.

By a vote of 153,252 to 145,298 last November, the electorate of Texas approved a constitutional amendment permitting the legislature to provide for rural fire prevention districts.

Three other proposed constitutional amendments relating to Texas counties, however, were defeated. The proposal

for retirement and disability pensions for county employees failed by a vote of 205,424 to 95,280. That permitting the merit system in counties of 75,000 population and over failed by a vote of 163,971 to 134,703. That authorizing creation of city-county health units was defeated 180,633 to 119,357.

Silver Spring, Md., Advised to Stay under County

The Bureau of Public Administration of the University of Maryland has recommended to one of the largest urban unincorporated areas in the country, Silver Spring, Maryland, that it would not be advisable to incorporate. The report[1] was prepared by Joseph M. Ray, consultant to the bureau and executive secretary of the Maryland League of Municipalities. It urged that the community continue to secure the administrative services of Montgomery County.

The report describes the structure of government under the new Montgomery County home rule charter as well as the operations of the Washington Suburban Sanitary Commission and the Maryland-National Capital Park and Planning Commission.

The author discusses at length the alternatives which might be open to the Silver Spring suburban community: (1) inclusion of the area in the District of Columbia, (2) incorporation of the entire Maryland area suburban to Washington into one city government; (3) establishment of a metropolitan city for Montgomery County, and (4) incorporation of Silver Spring as a separate city. He dismisses the first three possibilities as being entirely outside the realm of practical action.

As to the fourth alternative, after listing some of the advantages that have been put forward for such a step, the study comments: "The major functions of education, health and welfare are purely county functions. . . . The city could hardly get more services for the money expended than are now being provided by the county government, and there would be much duplication of expense. . . . The goal for Montgomery County should be to reduce the number of governments rather than to complicate it further by the creation of new governments. . . . We are forced to conclude, therefore, that it would be practically impossible to establish and operate a city of Silver Spring within the framework of Montgomery County on an economical basis."

The report concludes: "The resolution of the governmental problems confronting Silver Spring offers one further alternative, continuation of the present unincorporated status in Montgomery County. . . . The charter government has brought many improvements. . . . The resident of Silver Spring need not shudder at continuing to cast his lot with the government of Montgomery County. The county is, and was before the charter, one of the best governed counties in Maryland. His obligation, as a citizen of the county, is to work for the continued improvement of his government."

[1] *Improving Government in Silver Spring*, by Joseph M. Ray. College Park, Maryland, 1949. 44 pages.

New Jersey Taxpayers Study County Finances

The New Jersey Taxpayers Association has issued a statistical study of county finances "to encourage a general extension of such [taxpayer] interest . . . as a fiscal introduction to the study of county government."[1]

The text and tables analyze the revenues, expenditures and indebtedness of New Jersey counties. They reveal

(Continued on page 168)

[1] *County Finances.* Trenton, New Jersey, 1950. 24 pages (mimeo.). $1.

Proportional Representation • • *Edited by George H. Hallett, Jr. and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

Presidential Election Change Passes Senate

Lodge Amendment Would Apply P. R. to Electoral Votes

A PROPOSED amendment to the U. S. constitution, to provide that the electoral votes of each state be credited to presidential and vice presidential candidates in proportion to the votes they actually receive, has passed the Senate.[1] Sponsored by Senator Henry Cabot Lodge, Jr., Republican of Massachusetts, the amendment would abolish the Electoral College but preserve to the states their present electoral votes.

The February 1 vote on the amendment was 64 to 27, three more than the two-thirds necessary for adoption of an amendment. Before it can become effective the House of Representatives must concur in the proposal, likewise by at least a two-thirds vote, and the amendment must be ratified by at least three-fourths of the 48 states. By the terms of the amendment such ratification must take place within seven years from the date on which Congress completes its action and submits it to the states.

Under the present system all members of a state's delegation to the Electoral College are those pledged to the presidential and vice presidential candidates receiving the highest vote. Electoral votes for each state are the sum of the total number of representatives and senators to which it is entitled.

Senator Lodge's proposal was amended in the Senate to provide that if no candidate receives at least 40 per cent of the electoral vote, none should be elected directly. The election would then be by the Senate and House of Representatives, in joint session, from among the two candidates having the highest number of electoral votes, and would be determined by majority vote. Senator Lodge accepted the amendment.

Several amendments or alternative proposals were offered and defeated. Two amendments proposing election of the president and vice president by direct popular vote were defeated by votes of 63 to 28 and 60 to 31 respectively. An amendment to limit the allocation of electoral votes in each state to the two candidates receiving the highest popular vote in such state was defeated by a vote of 67 to 23. An amendment which would have nullified the chief purpose of the proposal by awarding all of a state's electoral votes to the candidate receiving the largest popular vote in the state was defeated by a vote of 71 to 20.

President Truman has expressed his personal approval of the proposal. Although he has no official role in the adoption of a constitutional amendment, this approval, although not given as indicating party policy, may influence the action of the House of Representatives. The vote in the Senate crossed party lines, although there was some correlation with party alignments: 46 Democrats and 18 Republicans voted for the amendment whereas 23 Republicans and four Democrats voted against it.

[1]See also the REVIEW, June 1948, page 334; January 1945, page 42.

Worcester's Plan E Off to Good Start

For the next two years the destiny of Worcester, Massachusetts' second largest city, will be in the hands of nine men elected at large by proportional representation.

Their record in office is bound to have considerable bearing on the success or failure of the Bay State's ten-year-old council-manager movement. Known as Plan E—one of five standard municipal charters authorized by the legislature—it has been under constant and varied attack by entrenched political machines.

Chief target is the charter's most essential feature, the politically baffling proportional representation election system. Despite the attacks, however, six of the state's 39 cities are operating under the charter's provisions. Besides Worcester they are Cambridge, Lowell, Medford, Revere and Quincy.[1] Two more—Somerville and Gloucester—adopted the charter to take effect in 1951.

The change-over in Worcester was accomplished with the efficiency of a surgeon's scalpel to the bewilderment and confusion of the city's old-line political organizations.

Worcester's nine Plan E councilmen took office in a streamlined inaugural ceremony January 3 after a record shattering election in November. They replaced a 101-year-old, 41-member city government that was second in size only to Chicago's cumbersome and politics-ridden system.

The new council got off to an auspicious start. It augurs well for the city's future despite threats of an increased tax rate to meet debt requirements and overloaded payrolls inherited from the old administration.

Andrew B. Holmstrom, the only councilman elected by a smashing surplus over the P. R. quota, was unanimously selected as the council's presiding officer and ceremonial head of the city. Mayor Holmstrom, vice president of Norton Company, an international abrasive manufacturing concern, like three of his colleagues never before held elective political office. Under the charter Holmstrom also is chairman of the city's school committee likewise elected by proportional representation.

For vice chairman the council elected another newcomer, Thomas C. Sweeney, a 29-year-old engineer.

Seven weeks after the inauguration the council, after interviewing 40 applicants for the $15,000 city manager's post—several of whom are directing the affairs of other cities—finally persuaded Everett F. Merrill, another industrialist, to remain as the city's executive head. Merrill, former president of the Chamber of Commerce and president of Merrill and Usher, Inc., steel fabricators, originally had been chosen on a temporary basis. He had agreed to serve as city manager until the council found a permanent man for the post.

Merrill, who has a prodigious capacity for long working hours, was the council's unanimous choice after the members were unable to agree on an outsider. He has named as his assistant another non-professional in city administration, Francis J. McGrath, who obtained a leave of absence from his duties as principal of one of the city's elementary schools.

Currently Merrill's biggest problem is whipping the more than $20,000,000 municipal budget into shape for action by the city council. He is on record as saying that no essential service to the city's 200,000 population will be cut, yet at the same time he is striving to

[1]The town of Saugus operates under a similar charter.

hold the anticipated tax rate increase to a minimum.

Although the new council and the manager have moved rapidly in effecting a smooth working city organization—standing committees have been cut from 22 to eight—they have had their troubles, too. Perhaps the greatest loss to date was the retirement of City Clerk Malcolm C. Midgley early in February.

To Midgley goes a large share of the credit for the success of the November election, the city's first under proportional representation. For almost a year preceding it, Midgley spent his spare time speaking before service clubs, unions, church groups, women's organizations and other gatherings explaining the new method of voting.

With the help of George H. Hallett, Jr., secretary of the Citizens Union of New York, Midgley set up the election machinery which handled the greatest number of ballots ever cast in any municipal election in the city, more than 76,000. And Worcester voters established an all-American record, according to Hallett, by having the lowest number of invalid ballots in a P. R. election in this country—2.08 per cent for council and 1.45 per cent for school committee. This despite the fact there were 152 aspirants for council and 36 for school committee, another record for a municipal election.

Counting of the ballots after the November 8 election was accomplished within eleven days including a recount for the sixth school committee post. The speed and efficiency of the count, which proved to be an admitted eye-opener for many old-line politicians who had previously predicted direful obstacles, were due to the careful direction of Hallett whom Midgley retained as director of the count.

Midgley also spent long hours studying council procedure in Cincinnati, Cambridge, Lowell and other council-manager communities before drafting tentative rules for the new council. That his counsel in procedure will be missed is shown by the resolutions of commendation adopted by the council on his retirement.

A Representative Council

Council members are fairly representative of the city's population. Besides Holmstrom and Sweeney they include Allen K. Burrows, retired district manager of the New England Telephone and Telegraph Company, a political neophyte; Ralph E. Duffy, president of the George E. Duffy Manufacturing Company and a former alderman; James J. Marshall, young insurance executive and a former school committeeman; James D. O'Brien, proprietor of a dairy bar and former aldermanic president; Peter D. Tomaiolo, a restaurant manager and former alderman; Emile L. Rousseau, an electrical contractor who never held political office before; George A. Wells, publisher of a monthly newspaper and former alderman at large. The council, too, is representative of the city's political complexion. It includes five Democrats to four Republicans.

Five of the councilmen were members of the slate endorsed by the Citizens Plan E Association, which is an outgrowth of the organization primarily responsible for starting the snowball rolling that resulted in adoption of Plan E two years ago by a smashing two-to-one victory. The five are Holmstrom, Sweeney, Duffy, Marshall and Rousseau.

But while their success was due in large part to the CEA's endorsement, they have already demonstrated their decisions will be of their own making. In the election of Merrill as city manager, officers of the CEA openly ex-

pressed their preferment for a professional from outside the city on the theory that he would not be subject to local pressures.

The CEA's wishes didn't prevail in this instance, but the organization's officials have stated they will continue to express opinions on the conduct of the new city government in the belief that the price of Plan E's success is having an ever vigilant electorate.

The CEA likewise was successful in electing a majority—with Holmstrom—to the school committee. Four are Democrats and three Republicans.

But thus far party differences have not cropped up to any great degree in either the council or school committee meetings. A general opinion seems to prevail that municipal services should be provided on a nonpartisan basis.

Whether this feeling will continue in the future remains to be seen. Local politicos, currently outside city hall, are already planning a comeback at the 1951 election.

CHARLES E. CURRIER
Worcester *Telegram and Gazette*

Quincy Elects P. R. Council and School Committee

The people of Quincy, Massachusetts, a city of 85,000, have scored a second major victory. In 1947, by a vote of approximately five to two, they abolished a charter providing a strong mayor with veto power and a weak council of nine members, one elected from each of six wards and three at large, and voted in Plan E, the council-manager plan with city council and school board elected at large by proportional representation.

In November 1949, at the first election under the new charter, a majority of the successful candidates for both council and school board received the support of the Quincy Civic Association, organized by the same group of public-spirited citizens which spearheaded the successful 1947 charter campaign.

The association conducted a campaign designed to educate the citizenry in the use of the P. R. ballot through the schools and by means of slide lectures. It conducted a financial campaign which netted approximately $10,000 for advertising expenses.

A Civic Victory

The Civic Association appointed a selection committee of seven leading citizens, only two of whom were directors, under the leadership of J. Brooks Keyes to interview candidates for the council and school board and make recommendations to the association. Each of the 59 candidates for the council and fifteen candidates for the school committee was invited to appear before the committee for an interview. More than 70 per cent of the councilmanic and 95 per cent of the school committee candidates accepted the invitation and discussed their qualifications for public office with the committee. From this process emerged a slate of ten council and eight school committee candidates officially endorsed by the association's board of directors. Four of them were elected to the seven-member council and five to the six-member school board.

Out of a record vote of 29,367 cast at the election, the number of invalid ballots was only 454, 1.5 per cent, reflecting the intense educational campaign that preceded the election. Candidates heading the poll on first choices were successful on the final count. The P. R. counts were completed in eight days under the direction of Joseph DeGuglielmo of Cambridge, who performed an excellent service in training 140 workers for the count.

An outstanding feature of the election was the overwhelming vote cast

for Mayor Thomas S. Burgin, who headed the poll on first choices in 19 out of 35 precincts.

Several developments occurred in the campaign and election which are worthy of note: (1) the local newspaper, which had done much to put the charter over, did an outstanding public service by publishing a complete record of all candidates as compiled by the League of Women Voters, which queried the candidates by mail; (2) the league, in accordance with its usual practice, did not publicly support candidates but presented pertinent facts on them without comment; (3) an attempt to enlist the support of labor for a so-called labor ticket was without much success; (4) despite predictions that the vote would be light because of the lengthy list of candidates on the ballot, a record vote turned out, 67 per cent of the total registration and 2,000 more ballots than in the presidential election two years previously.

Following the election the council-elect, without remuneration, worked night after night on the selection of a city manager. From a large group of candidates William J. Deegan, Jr., city manager of Superior, Wisconsin, was chosen by unanimous vote and is now at work. The council, inaugurated on January 2, elected Thomas S. Burgin mayor and David J. Crowley vice mayor. Under Plan E the mayor is chairman of the school committee; A. Wendell Clark was elected vice chairman.

The usual supposition that a government such as Plan E can be sold only to an electorate which is thoroughly sated with rotten politics did not hold in Quincy because it has been relatively a clean city, the principal vice of its government being lack of a progressive outlook and ideas. Quincy is off to the best possible start under its new charter and already real progress in the conduct of municipal affairs has been achieved.

A. Greta Elz, *Secretary*
Quincy Civic Association

CITY, STATE AND NATION

(Continued from page 145)

cording to the American Municipal Association. A report on their activities states: "They have played a large part in shaping legislation: they have conducted annual meetings, published some particularly notable reports and handbooks, inaugurated new types of services and revamped old ones, conducted a wide variety of training programs and regional meetings and, through it all, increased membership."

The 39 leagues currently considered active are reported to have a total membership of more than 10,350 municipalities, Iowa leading with 819 members.

As 44 state legislatures met in 1949 the leagues were particularly active in the legislative field, and many are reported to be preparing for the next legislative sessions.

Public Administration Fellowships at Harvard

The Graduate School of Public Administration, Harvard University, has announced that the annual award of fellowships will be made on or about May 15 for the academic year beginning September 25, 1950; applications to be filed by April 15 at Cambridge, Massachusetts. Two types of fellowships are available, in strictly limited number: Lucius N. Littauer fellowships for men who have already had some experience in public service and whose academic and personal qualifications show sufficient promise and a few administration fellowships for recent college graduates.

Taxation and Finance . . . . *Edited by Wade S. Smith*

New York Transit Revenues Drop

Traffic Is Down on City Subway and Elevated Lines

NEW YORK CITY, last of the larger United States communities to abandon the nickel fare on bus and rapid transit lines, is seeing the higher revenues of a ten-cent fare eaten up by higher operating costs. For the fiscal year ending June 30, 1950, in fact, the prospect is that revenues will fail to meet operating and maintenance expenses.

For 1948-49, the first year of the higher fare, revenues covered operating and maintenance expense but were not sufficient to cover also some $18,000,000 of budget notes issued to cover deficiencies of earlier years.

For the first six months of 1949-50, according to an analysis by Walter Lister, Jr., of the *New York Herald Tribune,* the city transit system failed by $1,468,000 to cover operating expense. For the comparable 1948-49 period, revenues had exceeded operating expense by $7,016,000. Rapid transit—subway and elevated lines—played the major role in the poorer showing, their revenues exceeding their operating expenses by only $4,082,000 in the first half of the 1949-50 year compared with $11,987,000 in the 1948-49 period. Rapid transit revenues are used in part to finance the deficits of the surface lines, which for the six months of 1949-50 amounted to $5,550,000 compared with $4,971,000 in the first half of the preceding year.

Traffic figures for the surface lines are affected by the fact that the Manhattan bus lines were owned by the city during only three of the six-months period covered in 1948-49; for rapid transit traffic showed a 4.9 per cent decline, week day passenger totals holding close to the 1948-49 level but Saturday, Sunday and holiday traffic slackening sharply.

Identical wage rates were in effect for employees during the two periods, but during the 1949-50 period payments for pensions of former employees were $869,000 greater than in the 1948-49 period and $645,000 more was paid toward employees' hospitalization insurance.

The prospective deficit for the New York City system, it may be noted, considerably understates the loss for the year as it would be measured in the majority of cities where public service enterprises are operated, at least nominally, on a self-supporting basis. This is because operating expenses for the big system do not include interest on rapid transit bonds and amortization of the capital investment in the plant. Under the New York fiscal setup transit debt is paid from tax-supported funds.

Local Borrowing Approvals Continue

With state and local borrowing now wheeling along at a rate of about two billion dollars annually, the first month of 1950 gave no sign of any slackening in borrowing intentions. According to the compilation of *The Daily Bond Buyer,* voters in January 1950 approved $38,781,000 of new municipal bonds. In the same month in 1949 approvals totaled $36,585,000.

The volume of bonds submitted but voted down was up substantially in the first month of 1950, but it was still in line with the postwar trend of approval of most proposals submitted. January

1950 rejections totaled $4,421,000 compared with $2,676,000 in January 1949.

The final compilations for 1949 showed bond approvals at elections (authorizations requiring only action by city councils or other legislative bodies are not included generally) totaling $2,217,294,115 compared with $1,449,725,477 in 1948. New issues of state and municipal bonds in 1949 totaled $2,989,972,551, compared with $2,989,731,949 in 1948. Further, as 1950 got under way, borrowing costs continued low. *The Bond Buyer's* index of yield on twenty representative municipal bonds stood in mid-January 1950 at 2.05 per cent, compared with 2.19 per cent in January 1949.

Legislative Commission Seeks Taxpayers' Advice

The Massachusetts Special Commission on Taxation, created by the 1948 legislature, queried a group of taxpayers by mail early in January 1950, asking them to "share in its earnest efforts to provide a better tax system" for the commonwealth. Enclosed with the letter was a two-color folder entitled "Memo No. 1" summarizing briefly the principal state and local taxes collected in Massachusetts and a return postcard reading, "I am interested in assisting the Special Commission on Taxation in the distribution of its materials and can use ——— copies of Tax Memo No. 1," on which the reader could request additional copies.

Illinois Equalization Program Sustained

Efforts of Illinois to provide a better equalization of assessed valuation of property received court support recently. The Sangamon County Circuit Court dismissed a taxpayers suit to enjoin enforcement of an act of the 1948 legislature abolishing the county assessors and creating a new appointive position of county assessment supervisor.

Inventory Assessment Practices Reviewed

A 1949 Michigan law permits taxpayers holding inventories of merchandise to choose either to be assessed on the inventory on hand January 1 or on the basis of their average monthly inventory. Michigan is the only state that gives taxpayers this choice, according to the National Association of Assessing Officials, although most states use one or the other of these methods.

Five states exempt inventories, as such, from property taxation. Delaware, New York and Pennsylvania exempt merchants' stock along with all other tangible personal property. Tennessee and Virginia impose an "in lieu" tax on inventories. Inventories in Tennessee are included as part of the merchant's capital invested in his business and this capital is subject to a special merchants' ad valorem tax. Inventories in Virginia are also included in the merchant's capital and are segregated for local taxation.

Twenty-two states assess inventories on the amount held on the assessment day. Louisiana and Washington, however, allow assessors to take the average stock on hand during the preceding year if the inventory held on the assessment date is not representative of the average stock.

Thirteen states provide that the assessment shall be made on the average annual inventory—Alabama, Arkansas, Colorado, Connecticut, Florida, Iowa, Maine, Maryland, New Hampshire, New Mexico, North Dakota, Oklahoma and Wyoming. In most of these states the average inventory is computed by adding the inventories for the preceding year and dividing by the number of inventories made during the year.

Kansas, New Jersey, Ohio and South Carolina require that inventories be figured on a monthly basis. Three states do not fall into any standard

category. Idaho uses the average value of the inventories of the first three months of the calendar year. In Missouri the highest inventory between the first Mondays of January and April is used. The last previous inventory can be used in Nevada if it is made within six months of the assessment period.

Michigan Investigates State Aid to Localities

A useful pamphlet on local government has been prepared by Paul H. Wileden, of the Michigan Department of Administration, which examines the problem of state aid and its impact upon finances in selected Michigan counties.[1] After discussing its fiscal importance, its varieties and scope and limitations, the author describes the operation of state aid in education, highways, health, welfare, etc.

The author concludes that the rapid rise in state aid has resulted from an increased demand for local expenditures at a time when local revenues were relatively insensitive to rising prices and state revenues were sensitive to the trend. In the years studied, 1945 and 1946, state aid was definitely an important factor in Michigan finance. Highways received the largest amount in proportion to total expenditures followed by education, social welfare, general operation and health.

The author's indictment of state aid as presently administered is expressed in part:

"The multiplicity of units and their concomitant overlapping have contributed to inequities in taxation and excessive costs of local services; they have hampered development of a sound local tax structure and have made it extraordinarily difficult to fix financial responsibility in order to avoid local extravagance in the expenditure of state funds. . . . To the extent that state aids may subsidize the perpetuation of certain units of government they can forestall desirable reform which would permit greater benefits from the same amounts of assistance. . . .

"There is seldom enough attention paid to reducing the costs of local government through greater administrative efficiency or the elimination of unnecessary or wasteful activities. Too rarely is consideration given to the positive benefits from a serious scrutiny of the effectiveness with which revenue is raised from the local sources already in use. Even the property tax, local government's major revenue producer, has had its yield hampered by inadequacies in assessment and collection practices, by extensive tax exemptions and by a too stringent constitutional limitation of its rates."

The author's recommendations to both the state and local units are:

"Local action needs to be in the direction of (1) making the necessary organizational changes to permit more effective citizen participation and to achieve administrative efficiency and economy; (2) developing the potential yield of the local revenue sources already available; (3) adopting adequate financial recording and reporting procedures; and (4) collaborating with the state to achieve a more satisfactory system of state aid.

"The state program of action should center on (1) permitting a broadened local tax base where needed; (2) encouraging proper utilization of the local property tax; (3) adopting a policy of administrative supervision which largely would consist of service, assistance and the diffusion of information and advice to the localities; and (4) continuous evaluation of the effects and possible improvements in the state payments to local government."

E.A.M.

[1] *State Aid and Local Finance in Selected Michigan Counties.* Bureau of Government, University of Michigan, Ann Arbor, 1949. 70 pages. 75 cents.

Citizen Action . . . . . *Edited by Elsie S. Parker*

How One City Got a Manager Charter

Merced Voters Organized to Secure Good Government

VOTERS of Merced, California, by a two-to-one majority, adopted a council-manager charter on April 12, 1949. This did not just happen, however. Adoption of the charter was the planned second step of a valiant fight waged by a hard-hitting group determined to bring improvement in government to its community.

The work of the group did not end with its successful campaign for a council-manager charter. Its leaders, realizing that citizens sympathetic to the new form must be elected to the council to insure its successful initiation, took a third step. At the first councilmanic election under the manager charter the group supported a slate of seven candidates, five of whom were elected. Of the two additional, one was an independent sympathetic with the charter's ideals.

The movement took root in 1947 at a mass meeting of citizens determined no longer to tolerate inefficiency. From this meeting a committee was formed which received strong support from service and other civic groups. The committee created a new organization which had as its sole objective improvement of Merced's government and aptly named "Better City Government."

Donald M. Robinson, progressive local rancher with a public administration background acquired at the University of California, spearheaded the movement. He helped sell the idea that what the community needed was a council-manager system and a new charter. Obviously such a change would require a long time. A former city councilman proposed that in the interim the city adopt the council-manager plan by ordinance.

The Better City Government group, therefore, determined upon two steps: (1) to secure adoption of an interim manager plan by ordinance and (2) to elect a board of freeholders to draft a new council-manager charter. One year was devoted to the campaign in support of both moves. The result was approval of both measures by a vote of more than four to one.

Thus, the first city manager came to Merced. His row was certainly not an easy one to hoe. The old city council, a majority of its members opposed to the manager plan, was still in command. Elected administrative officers, likewise unsympathetic, extended little cooperation. City Manager Bill Richards had no delusions concerning the difficulty of the task ahead. He proceeded in a calm, deliberate and efficient manner to give the people of Merced a sample of the advantages possible under the system advocated by the Better City Government group.

Probably the soundest bit of advanced planning which went into the campaign was the care used in the selection of freeholders to draft the new charter. Having in mind the grass roots' origin of the movement, it was felt essential that all groups be represented on the board. There were only fifteen persons nominated for the fifteen seats but it was a group truly representative of the entire community.

As Mel Hodell, of the Merced *Sun-Star,* which played a strong supporting role in the movement for better government and the adoption of the charter, expressed it:

"There was a banker, a merchant, a school board president, a former mayor, a fig grower, a printer, a housewife, a high school vice principal.

"The unions were there. Shoe store and hardware store owners were there. The auto dealers were there.

"One was an Elk, another a Mason, a Women's Club member, a PTAer, a Lions member, a Rotary clubman, and church members.

"All races and creeds sat around the same table to write the charter."

During the drafting of the charter, the Better City Government group maintained its constant vigil at city hall. Whenever it felt that members of the council were interfering with the operation of the interim manager plan, it was quick to come to the manager's support.

Having accomplished the election of the board of freeholders the group remained wholly aloof from any attempt to influence its thinking.

Charter Campaign

With the filing of the charter and the fixing of the election date, the Better City Government group tightened its belt and settled down to the hard task of selling the charter. It conducted an excellent campaign, including an educational program in schools, a contest for a charter slogan —"Let's all get smarter, adopt the charter," a letter writing competition, a series of public meetings, a question box for the newspaper and the enlistment of support of civic organizations.

Letters were written to officials of other cities where council-manager governments were in operation to learn of the results achieved and replies were printed. The group also conducted a poll while distributing a simplified index to the proposed charter and the information received was used in the last minute drive before election day.

The Better City Government group feared a vigorous counterattack on the eve of election. It anticipated the probability that a mass of misinformation would be distributed, creating the fear of "dictatorship" or of "increased taxes" in an attempt to stampede the voters at the last minute. The group prudently took steps to warn the public against such tactics. The local newspaper stated that during the last week it would not publish new arguments for or against the charter unless ample opportunity was provided for a reply. As anticipated, those opposing the charter did launch a last minute blast, but it proved ineffective because of the measures already taken and because the Better City Government group was in a position to reply immediately.

The new charter provides a council of seven elected from the city at large, a mayor elected by the council from its membership as presiding officer and a city manager appointed by the council. It is one of the first charters in California to centralize all financial functions under a finance officer, who is an appointee of the manager, thereby following the recommendation of the National Municipal League's *Model City Charter*. Members of the city board of education are the only other elective officials.

The formerly elected city clerk, who had the added duties of chief accounting officer, is made an appointive officer under the council and separated from all financial functions. The treasurer's office, also formerly elective, is abolished, with personnel blanketed under civil service in the department to be headed by the finance officer. The city council appoints the city attorney, city judge and city clerk. All other officers and department heads are appointed by the manager.

With the fight for improved city government behind it, and a council

sympathetic to the charter's ideals elected to inaugurate the plan, some members of the group have turned their attention to the county and are now sponsoring a movement for its adoption of the manager plan.

LOUIS H. BURKE

EDITOR'S NOTE.—Mr. Burke was legal consultant to the board of freeholders which drafted the Merced council-manager charter. He has acted in a similar capacity for other boards drafting charters for California cities and as consultant to various city councils on charter revision matters.

Citizenship Day May 21

This year Citizenship Day, proclaimed by the president as a time for the special welcoming of new citizens —naturalized as well as those reaching voting age—falls on Sunday, May 21. For communities anywhere which want to do a thoughtful job of preparation we strongly recommend *Citizenship Training and Induction for New Voters.* This organization handbook explains the Manitowac Plan of citizen induction which made that Wisconsin county the envy of its neighbors. It was prepared by the University of Wisconsin to "assist Wisconsin counties in setting up programs of training in citizenship and ceremonies of induction into the electorate for their young men and women who have become of age within the past year." Copies may be obtained without charge from the National Municipal League, 299 Broadway, New York 7.

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Education for Citizenship

Columbia University has recently received a grant of $400,000 from the Carnegie Corporation of New York to finance a Citizens Education Project in high schools in New York, New Jersey, Connecticut and Pennsylvania. The purpose of the project is to strengthen and improve education for citizenship through practical training and classroom work. Dr. William S. Vincent, professor of education at Teachers College, Columbia, which will conduct the project, is its executive officer.

Pledging his support to the study, General Dwight D. Eisenhower, president of Columbia University, commented that: "The purpose is not to impose doctrine but rather to stimulate and sustain both personal interest in the basic values of America and the realization that individual freedom and individual responsibility are inseparable parts of the same concept."

The Civic Education Project being conducted in Cambridge, under the direction of the Educational Research Corporation, has issued *A Progress Report,* which gives a resume of its objectives and work, reports on the present status of pamphlets and sourcebooks, and lists personnel and other pertinent facts. The project is under the joint direction of John J. Mahony and Henry W. Holmes, professors of education, emeritus, of Boston and Harvard Universities, respectively.

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Civic Award

The $1,000 Lane Bryant Annual Award for Volunteer Service to the Community will be given "to any unpaid, volunteer group or individual who has contributed outstanding work to the community which has resulted in better living and greater happiness for the people in that community" during 1949. Lane Bryant, Inc., a department store located in New York City, is receiving suggestions on persons or groups who might qualify. The award for 1948 was given to the Citizens' School Committee of Chicago.

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With the Civic Groups

The *Michigan Community News Letter* for December is devoted to "a report

on the use of the self-survey technique with examples from self-surveys done in Michigan communities." Communities reported on include Vermontville, St. Clair Shores and Otsego. The *News Letter* is published by the University of Michigan's School of Education and the Extension Service "in the interest of community adult education."

State civic groups in Oklahoma have revived their 1946 organization, the Citizens' Committee for Constitutional Revision. Groups endorsing the program include the League of Women Voters, Council of Church Women, State Bar Association, American Association of University Women, State Conference of Social Work, Educational Association, Congress of Parents and Teachers, School Boards Association, Young Women's Christian Association, State Association of Social Workers, Auxiliary of American War Dads, Junior Chamber of Commerce and League of Young Democrats. H. V. Thornton, mayor of Norman and director of the Bureau of Government Research at the University of Oklahoma, is chairman of the citizens committee. *Shall We Revise our Constitution* (eleven pages, mimeographed) discusses the numerous problems which should be taken up by a constitutional convention.

The fifteenth annual meeting of the Hamilton County (Cincinnati) Good Government League heard an address by Frank M. Acton, liquor enforcement chief for the Cleveland District, on "Gambling in Hamilton County." A question and answer period followed the talk.

The Oregon League of Women Voters is making a study of the state's legislature. A study committee is compiling a report on "Legislative Procedure and Organization" for the league's information.

Recent Publications

The Citizens Committee on State Government is a voluntary group of Connecticut citizens whose job it is "to help the public get information on the present state of government affairs and to help keep the people posted on what the Commission on State Government Organization is doing." To this end it has issued *Blueprinting a Better Connecticut* (sixteen pages), describing the need for the commission, its members and their work.[1]

The Job Has Been Started—A Progress Report for the Period Ending December 1, 1949, (14 pages) has been issued by the Poughkeepsie (New York) Area Development Association. The pamphlet explains the association and how it works, its program for the past—and its first—year and its program for 1950. An appendix lists survey reports now available and those in preparation.

"A Milestone for CCCP," by Henry C. Beerits, president, appearing in the council's *News Letter* for December, describes the work of the Philadelphia Citizens Council on City Planning with a "Chronological History" from its beginning in 1940 down to date.

Teamwork Will Improve Our Communities says the New Jersey Citizens Conference in a six-page leaflet describing its work. Listed are the services which the conference supplies to local communities.

A new publication of the Citizens Association of Chicago is *Zoning News Sheet.* Undated, it is issued after city council meetings "to give citizens advance information regarding zoning changes proposed for their community from time to time." The association has also published *75 Years,* a description of its work ever since its organization July 28, 1874.

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[1]See page 140, this issue.

Researcher's Digest . . . . *Edited by John E. Bebout*

Universities Serve State and Local Governments

Problems, Trends Discussed; New Developments Reported

ONE OF the significant trends in governmental research and professional training in public administration is the growth of university services to state and local governments.

A new consultation service for public officials began last fall under the auspices of the Bureau of Government Research, University of Kansas.

The Municipal Technical Advisory Service, Gerald W. Shaw, executive director, was established July 1, 1949, at the University of Tennessee.

"How Specialized Staff Assistance May Be Used Most Effectively by Municipalities," an article in the *Supplement to The Borough Bulletin* of the Pennsylvania Government Administration Service at Philadelphia, is based on three and a half years of experience of the Government Consulting Service, a special service arm of the Institute of Local and State Government of the University of Pennsylvania.

On February 1 the Bureau of Municipal Research of the University of Texas became the Institute of Public Affairs with an expanded program of research, training and services.

An entirely new Institute of Public Affairs has been established at the State University of Iowa. The institute, which is separate from the Extension Service and the Political Science Department, intends to work closely with the Iowa League of Municipalities, according to Russell M. Ross of the Political Science Department. Mr. Ross reported on the plans of the institute at the session on "University Services to State and Local Governments" at the National Municipal League's National Conference on Government at St. Paul in November.

The St. Paul session, conducted by Professor Roscoe C. Martin, head of the Department of Political Science, Maxwell Graduate School of Citizenship and Public Affairs, Syracuse University, and former director of the Bureau of Public Administration, University of Alabama, was in itself a demonstration of the growing importance of university programs of research, in-service training and consultation for state and local agencies. At the session were representatives of institutions in New Jersey and Missouri interested in the possibility of developing programs in their states.

Discussion of Bureaus' Work

Professor Ernest A. Engelbert, Maxwell School, commented:

"The panel on University Services to State and Local Governments was one of the best I have ever attended at the National Municipal League conventions. The papers which were delivered were short and well presented and the participation was lively. Throughout the entire discussion a minimum of 60 persons were present. All but one of the participants listed on the program were present and made some remarks."

There was repeated emphasis throughout the discussions on the importance of gearing research and consultant work as well as in-service training to the practical needs and understanding of the public officials for whom the work is done. As Weldon Cooper, of the University of Virginia's Bureau of Public Administration, put it, "consultative and service work must be conducted for an official body" and

"should be based on a nearly unanimous request from the city council, charter commission or other agency. A consultative program must not be mixed with reform; a bureau cannot employ the frontal attack of reformers although it can get reform in various amounts by indirection."

York Willbern, director of the Bureau of Public Administration, University of Alabama, in a talk on "Translating Technical Know-How into Administrative Action," pointed out that if governmental agencies are "to obtain the full advantage of the store of technical knowledge which has been uncovered by research and study" it is necessary that there be "as high a degree of professionalization as is possible" among public employees. "Governmental employees of any significance ought to belong to professional associations, to attend professional meetings, to read professional journals, to insist on an ever increasing degree of education and training among themselves and associates, to develop a professional spirit and attitude."

He stressed "the value of continuing contact between a center of knowledge and the operating agency, as contrasted with the periodic or episodic survey or installation. . . . Many a survey or special study has been made and left to gather dust." Mr. Willbern spoke also of the influence of such continuous sources of information as periodicals or newsletters, stating that "the cumulative effect of information or ideas over and over, through various channels, to the operating agencies, may finally bring results."

Both Mr. Cooper and Mr. Willbern pointed out that, as Willbern put it, "influencing governmental action, even with technical information, is a political process." Much is gained, he said, if it is possible to influence "the key man," the political leader, while "work with leagues of women voters, civic clubs and study groups may be more useful in the long run than immediate consultation with administrative officials."

C. C. Ludwig of the University of Minnesota, executive secretary of the League of Minnesota Municipalities, in a talk on "The University and Local Government Organizations," discussed effects of varying degrees of university affiliation between state universities and leagues of municipalities. Mr. Ludwig held that close cooperation was appropriate and mutually advantageous since "the leagues, like the universities themselves, are 'public' agencies and have the objective of improving government and public affairs." Affiliation tends to put the leagues' leadership, research and library services on a high plane, while it gives the academic work in the universities a "practical or laboratory touch."

Leagues of Municipalities

Mr. Ludwig described as a happy one the Minnesota experience of close affiliation. The Minnesota league was organized over 30 years ago by the dean of university extension with the university's Municipal Reference Bureau providing the league with its executive secretaryship, its headquarters and "a substantial space and salary subsidy." Mr. Ludwig continued:

"Similar close affiliations exist in Oregon, Colorado, Maryland and South Dakota, and somewhat less direct relationship in Washington, Tennessee, Pennsylvania and Kentucky, and to a still lesser extent in Michigan, Louisiana, Virginia, California, Texas and Iowa. A frequent criticism of a university-league affiliation is the effect on the league's lobbying for state legislation favorable to city government—perhaps hampering the league or embarrassing the university. It must be admitted a close relationship, such as

ours in Minnesota, naturally results in a less militant and more educational type of legislative program, and in greater emphasis on the research and information service aspects of the league's activities."

Albert H. Rosenthal, director of the School of Public Administration, University of Denver, discussed "Universities and In-Service Training." He examined different points of view regarding the justification for university activity in this field and defended and developed his own conviction that valid in-service training programs must have the one basic purpose of "improvement of government service by increasing the qualifications, and thus the effectiveness, of governmental employees." This, he felt, fully justifies a university in entering this field if it recognizes its responsibility for utilizing its resources "in strengthening our democratic institutions."

Training Local Employees

He continued: "One need not be an expert in international affairs to know that our democratic institutions are currently under severe attack. Government is the primary institution in the democratic way of life. Universities and colleges—more than 1,500 of them —are dispersed throughout every state in the country and that is where the job must be done. Most people think of the federal government when the term 'government' is used. Actually, from the point of view of employees, the larger public employment is at the state and local levels where approximately 4,000,000 of the total of 6,000,000 government employees are located. By assisting in increasing the effectiveness of these employees, universities and colleges throughout the country may make a real contribution to the task of strengthening our democratic institutions."

Lee S. Greene, director of the Bureau of Public Administration, University of Tennessee, discussed university cooperation in the service of a region which he defined as an area comprising more than a single state. "In the Tennessee Valley . . . where the notion of river basin coordination has taken hold, the state universities have been drawn into the activity in public administration, public finance, chemical engineering, hydraulic engineering, archeology, botany, physics, industrial management and what have you."

While recognizing possible pitfalls in regional cooperation, Mr. Greene indicated his belief that it has substantial contributions to make not only in his own area where it has been most highly developed but also in other places including especially such areas as the Missouri Valley.

"One of the reasons for seeking regional activity," he remarked, "lies in the strengthening of resources of the individual institutions. . . . Regional cooperation is a useful means of bringing together diverse talents and views; it may thus provide a notion of the similarity of problems between neighboring states and provide suggestions for dealing with those problems through local effort. Regional cooperation means a closer communion among the specialists who work with local problems and may provide them with the inspiration and support essential for them to overcome local difficulties."

Among the many subjects considered in the discussion following the opening talks were relations between bureaus of public administration and other agencies in and outside their respective universities and the ever present problem of money, including especially the possibilities in private financing and fees for work done.

Others who took part in the discussion were: R. R. Renne, president of Montana State College; Christian L.

Larsen, University of Maryland; John M. Holmgren, University of Kansas; Edward W. Weidner, University of California; Edward F. Dow, University of Maine; E. G. Conroy, San Antonio Bureau of Governmental Research; Donald Webster, University of Washington; John A. Perkins, University of Michigan; Bennett M. Rich, Rutgers University; H. V. Thornton, University of Oklahoma; Elwyn A. Mauck, Maryland State Fiscal Research Bureau; Martin L. Faust, University of Missouri; D. Mack Easton, University of Colorado.

Bureau Notes

The Boston Municipal Research Bureau has expanded its activities to include a weekly radio program of questions and answers about the government and problems of Boston and of the metropolitan area as a whole. The program, presented with the cooperation of station WCOP (ABC) at 1:45 p.m. on Sundays, is entitled "Ask About Boston." The bureau has done promotional work through newspapers, civic organizations, neighborhood groups and schools. The Boston School Committee has endorsed use of the radio program by teachers of the social studies.

The League's Year in Western Pennsylvania, an Annual Report of Work Done and Tasks Ahead, has been issued by the Western Division of the Pennsylvania Economy League.

Report for 1949 of the Activities of the Taxpayers' Association of New Mexico appears in the January 1950 *New Mexico Tax Bulletin,* Santa Fe.

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Strictly Personal

Irving H. Beck, managing director of the Schenectady Bureau of Municipal Research, has recently been appointed assistant city manager in Schenectady. Emslie E. Murray is now assistant managing director of the bureau.

Thomas J. Graves, formerly with the research staff of the Senate Appropriations Committee, is now assistant director of the Connecticut Public Expenditure Council at Hartford. "I am most immediately concerned," he reports, "and will be concerned for a long period with the reorganization of the state of Connecticut,[1] with appropriate interest in the reorganization activities of the Hoover Commission as they concern the federal government."

Research Pamphlets and Articles

Budgets

City Budget Facts. Buffalo, Municipal Research Bureau, *Just a Moment,* January 19, 1950. 3 pp.

A Surplus Saves the City Budget. Pittsburgh, Pennsylvania Economy League, Western Division, *Newsletter,* December 1949. 6 pp.

Debt

Background for a Debt Policy. Boston, Municipal Research Bureau, *Bulletin,* January 24, 1950. 2 pp.

County-by-county Comparison of 1949 School Finances. More Than Score of School Levies Now Authorized. School Property Taxes Near 20 Million Dollars. Helena, Montana Taxpayers' Association, *Montana Taxpayer,* December 1949. 5 pp.

Education

Education in the U. S. A. $4.5 Billion Spent Annually. Los Angeles, California Taxpayers' Association, *Tax Digest,* December 1949. 10 pp. Tables. 25 cents.

Higher Education in Virginia. Some of Its Important Aspects Compared with the National Picture. (A series

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[1]See page 140, this issue.

of newspaper articles from the Richmond *Times-Dispatch* with particular attention to the problem of the cost of out-of-state students in Virginia institutions.) By William H. Stauffer. Richmond, Virginia State Chamber of Commerce, 1949. 8 pp.

Kentucky's Handicapped Children—a Problem of Public Education. Frankfort, Kentucky Legislative Research Commission, 1949. 25 pp.

School Census and Attendance. Frankfort, Kentucky Legislative Research Commission, 1950. 31 pp. Tables.

Teachers' Salaries in 13 Cities over 500,000 population. Chicago, Civic Federation, *Bulletin,* January 1950. 10 pp. Tables.

Municipal Government

An Outline of Philadelphia's Government—1949. The Existing Framework of City and County Organization Shown in Charts and Text. (A revised edition first issued in 1924 and most recently reissued in 1932.) By Tina V. Weintraub and Marjorie I. Apt. Philadelphia, Bureau of Municipal Research, 1949. 111 pp. Charts.

Nuisances

Nuisances — Their Control and Abatement in the State of Washington. Seattle, University of Washington, Bureau of Governmental Research and Services in cooperation with Association of Washington Cities, 1949. 148 pp. $2.

Public Housing

Report of [New Jersey] Governor's Temporary Committee on Housing. Paul Volcker, township manager of Teaneck, chairman. (Includes reports of subcommittees on extent of the problem, costs, legislation, financing and state building codes.) Trenton, New Jersey, the Committee, 1949. Variously paged.

Public Works

Public Works Reorganization. Providence, Governmental Research Bureau, Bulletin, November-December 1949. 2 pp.

Retirement Systems

Compulsory Retirement of Police and Firemen Is in Public Interest. Philadelphia, Bureau of Municipal Research, *Citizens' Business,* January 3, 1950. 2 pp.

The Pension Story. Hartford, Governmental Research Institute, *Taxpayers' Business,* January 1950. 2 pp.

Retirement Systems for Legislators. By Betty June Echternach. Honolulu, University of Hawaii, Legislative Reference Bureau, 1949. 26 pp. 50 cents.

Solved: A Pension Predicament. California Approves New Old Age Aid Bill. New York, Tax Foundation, *Tax Outlook,* January 1950. 5 pp.

State-Local Relations

How 1949 State Laws May Affect Taunton. (1) Soil Removal, (2) Parking Lots, (3) Vacations. Taunton, Massachusetts, Association of Commerce, *Research Brevities,* December 29, 1949. 2 pp.

Municipal-Provincial Fiscal Relations—A Report on Financial Interrelationships of the City of Toronto. **Summary of the Report of the Municipal-Provincial Relations Committee** (mimeographed). Toronto, Civic Advisory Council, 1949. 300 and 11 pp. respectively.

Per Capita State Expenditures for State Aid—1946, 1947 and 1948. Detroit, Bureau of Governmental Research, *Bureau Notes,* December 27, 1949. 2 pp.

Water Rates

Water Rates and Related Data of Michigan Municipalities. Ann Arbor, Michigan Municipal League, September 1949. 43 pp. $1.50.

Books in Review

American Politics and the Party System. By Hugh A. Bone. New York, McGraw-Hill Book Company, Inc., 1949. viii, 777 pp. $5.50.

Six new titles appeared in 1948-1949 providing comprehensive classroom texts on American parties and, if they are all as good as this, we are well stocked indeed. Emphasis on parties rather than constitutions and structures is a good way to get to the living human elements of our politics as distinguished from the legal. As parties sweep across all units of government, the coverage is equally complete. The emphasis on the unofficial elements of government brings the picture nearer to realities; you will come nearer to adequacy if you tell the history of New York City with Tammany Hall in the foreground than if you stay close to the city charter.

Professor Bone, accordingly, has set forth a vivid pageant of our political history and current scene with a lavish use of picturesque incidents that illustrate his points. Wherefore, after dipping into it for enough samples to inform a brief review, this reviewer found himself reading on and on and finally went back to the beginning and read all its nearly eight hundred pages of fluent English to enjoy its riches of significant objective detail about persons and occasions.

That quality of readability ought to endear the text to those students who suffer from inability to grasp a subject expressed in subjective terms unless it be promptly converted to objective terms and dramatized by use of illustrative examples.

Although the author does not hesitate to put his authority behind the soundest solutions of numerous questions as he goes along, he does it with a light touch. As to "the future of party government" (page 736) he does not attempt any major prescription; the nearest he comes to it is to say (truly): "If party government on any level is to be accepted and successful, considerable reorganization is necessary. The parties themselves must be made more responsive to the will of the membership; they must be democratically governed and controlled. Of crucial importance, therefore, is the nomination process and the process by which the party's policies are determined—and changed when need be. We have seen that this means not an extension of processes but a simplification of them as well as improvements in party organization, procedure and activity."

R.S.C.

The Town Manager Plan in Massachusetts. Boston, Massachusetts Federation of Taxpayers Associations, Inc., 1949. 27 pp.

An orderly manual of the procedure available to Massachusetts towns—as distinguished from cities—for adopting the council-manager plan of government as already utilized by Norwood, Mansfield, Middleboro, Stoughton, Saugus, Danvers, Ipswich and Stoneham. Twenty-five other towns have study committees at work. Progress is bitterly opposed in the legislature by the Association of Town Clerks.

Senior Manual for Group Leadership. Dramatized Lessons in Chairmanship and Floor Leadership Which Includes the Use of the Quick Reference Manual "Parliamentary Procedure at a Glance." By O. Garfield Jones. New York, Appleton-Century-Crofts, Inc. 1949 (revised). viii, 133 pp. $2.25.

Many a chairman would benefit from these dramatized lessons for class instruction in Robert's Rules of

Order. They "are the product of 28 years' experience in teaching 10,000 students," says the author, adding in his "Note for Teachers," that "The best teacher of group leadership treats parliamentary procedure only as a means to achieve the desired end of group efficiency. This teacher inspires the students to have a great urge for making their group effective in a good cause."

Additional Books and Pamphlets

(See also Researcher's Digest and other departments)

Cities

Local Community Fact Book of Chicago. Edited by Louis Wirth and Eleanor H. Bernert. Chicago 37, University of Chicago Press, 1950. xii, 151 pp. $2.50.

Washington Past and Present. A Pictorial History Published in Honor of the Sesquicentennial Anniversary of the Nation's Capital. By Chalmers M. Roberts. Washington 8, D. C., Public Affairs Press, 1950. 218 pp. $4.50.

Discrimination

Model Municipal Ordinance on Discrimination in Publicly Assisted Housing. New York 23, American Jewish Congress, 1950. 1 p.

Handbooks

A Handbook for Iowa Councilmen. By Russell M. Ross and Max A. Conrad. Iowa City, State University of Iowa, Institute of Public Affairs, 1950. 139 pp.

A Handbook for Town Moderators. By Geoffrey Bolton. Boston, Massachusetts Federation of Taxpayers Associations, 1950. 79 pp. $1.

Intermunicipal Cooperation

A Brief History of the Inter-American Movement of Intermunicipal Cooperation. By Carlos M. Moran. Havana, Cuba, Pan-American Commission on Intermunicipal Cooperation, 1950. 56 pp.

Management

Production Planning and Control in Office Operations. By Bureau of the Budget, Executive Office of the President. Washington 25, D. C., Superintendent of Documents, U. S. Government Printing Office, 1949. 80 pp. 35 cents.

Military Government

Military Government. Edited by Commander Sydney Connor (USNR) and Carl J. Friedrich. Philadelphia 4, American Academy of Political and Social Science, *The Annals,* January 1950. 261 pp. $2.

Planning

Airports and Community Planning. By Walther Prokosch. Washington 6, D. C., Urban Land Institute, *Urban Land,* January 1950. 3 pp.

Community Organization and Planning. By Arthur Hillman. New York, The Macmillan Company, 1950. xviii, 378 pp. $4.

The New Regional Pattern. Industries and Gardens, Workshops and Farms. By L. Hilberseimer. Chicago 2, Paul Theobald & Company, 1949. 197 pp. Illus. $5.50.

North Jersey — Its Prospects and Development Problems. Addresses by Paul Windels, Howard S. Cullman, Albert F. Metz and A. H. Elder. Newark 2, Joint Council of Municipal Planning Boards in Essex County, New Jersey, 1949. 23 pp.

The Taxpayer and Long-Range Planning of Public Works. New York 7, Tax Institute, *Tax Policy,* January 1950. 8 pp. 25 cents.

Politics

A Jerseyman's Journal—Fifty Years of American Business and Politics. Autobiography of a Businessman, Governor, Diplomat. By Walter Evans

Edge. Princeton, New Jersey, Princeton University Press, 1948. xi, 349 pp. $5.

Traffic Safety

Here's How—to Combat Traffic Accidents with Safety Projects. A Catalogue of Proved Traffic Accident Prevention Promotional Ideas. Chicago 11, National Association of Automotive Mutual Insurance Companies, 1949. 64 pp. illus.

The Motor Vehicle Driver: His Nature and Improvement. Saugatuck, Connecticut, Eno Foundation for Highway Traffic Control, 1949. viii, 165 pp.

Operation Safety. Program Kit on Traffic Safety Promotion for April 1950. Theme: **Child Pedestrian and Bicycle Safety.** Chicago, National Safety Council, 1950. Variously paged.

Training for Public Service

The Work of the National Institute of Public Affairs 1934-1949. A Summary. Washington, D. C., The Institute, 1949. v, 92 pp.

Wages and Hours

What the 1949 Wage-Hour Act Means—Information About the Newly Amended Law and a Summary of Its Provisions. Washington 6, D. C., Chamber of Commerce of the United States, Employer-Employee Relations Division, 1949. 34 pp. 15 cents each for 100 or less; 12 cents each for over 100.

COUNTY AND TOWNSHIP

(Continued from page 148)

that operating expenditures of the state and its subdivisions increased 60 per cent from 1939 to 1948 inclusive. County government expenditure, representing 14.8 per cent of the total in 1948, increased 57.4 per cent during that period. County debt service expenditures, however, decreased 24 per cent. As an appendix to the report, there is a table of comparative statistics on county revenues and expenditures for 1939, 1947 and 1948.

New York Studies Rural Problems

Roads and taxes are subjects of stud in New York State local governmen A recent study by Dr. E. A. Lutz c Cornell University for the Governor' Commission on Agriculture showed " woeful lack in these rural roads c desirable modern characteristics and predominance of the very feature which lead to excessive maintenanc both winter and summer and sap ou highway resources, thus preventin the extension of a better highwa system." Hearings before the com mission and its subcommittees also ex plored the problems of finance, speci fications and methods of procedure.

St. Louis County to Vote on Charter Proposal

A proposed charter for St. Loui County, Missouri, will be submitte to the voters on March 28. It provide an elective county administrator an a council of seven.[1]

As a result of public hearings be fore the Charter Commission its origi nal proposal was amended to: (1 place the county on a pay-as-you-g basis; (2) reduce councilmanic salarie from $1,800 to $1,500 per year; (3 extend the merit system provided fo four small departments to their di rectors.

The document is criticized editorial ly by the St. Louis *Star-Times* a failing to provide concentration of ad ministrative authority, eliminate th long ballot or extend the merit sys tem to a "sizable portion of count employees."

[1]For a brief description see the RE VIEW, February, 1950, page 98.